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ABSTRACT

This document contains witness testimonies from two Congressional hearings examining the reauthorization of Title 3(b) of the Anti-Drug Abuse Act of 1988 relating to the drug abuse education and prevention for runaway and homeless youth and youth gangs. Opening statements are included from Representatives Martinez and Fawell. Witnesses providing testimony include: (1) Donna Arey, Aftercare Program, Patchwork; (2) Eddie Banks, Washington D.C. Metropolitan Police Boys and Girls Clubs, and Clifton Johnson, program participant; (3) Jo Anne Barnhart, Administration for Children and Families, Department of Health and Human Services; (4) Jeanne Breunig, Los Angeles County Board of Education; (5) Barbara Broesamle, SaYes, Michigan Sanctuary, Inc., and Tara, program peer counselor; (6) Gary Clark, Gary Clark "Why Say No" Sports Camp and Youth Leadership Program, and Anthony Jones, who works with the program; (7) Bruce Coplen, Los Angeles County Interagency Gang Task Force; (8) Farley Cotton and Jim Nelson, At-Risk Youth Services City, Inc., Minneapolis, Minnesota; (9) David Dawley, National Center for Gang Policy of Washington, D.C.; (10) Nexus Nichols, National Network of Runaway and Youth Services; (11) John Peel, Los Angeles Youth Network, and Lynn Miller, program peer counselor; (12) James Smoot, graduate, Good Choices Program, Patchwork; (13) Steve Valdivia, Community Gang Services, Los Angeles, California and Mary Ann Diaz, former gang member; (14) Jamaal Wilkes, Smooth As Silk Inc., Los Angeles, California; and (15) Gary Yates, Division of Adolescent Medicine, Children's Hospital, Los Angeles, California. Prepared statements, letters, and supplemental materials are included throughout the document. (NB)

ED338951

HEARINGS ON THE REAUTHORIZATION OF TITLE 3(b) OF THE ANTI-DRUG ABUSE ACT OF 1988: DRUG ABUSE EDUCATION AND PREVENTION PROGRAMS FOR RUNAWAY AND HOMELESS YOUTH AND YOUTH GANGS

HEARINGS

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, JULY 18 AND DOWNEY, CA, AUGUST 2, 1991

Serial No. 102-32

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HEARING ON THE REAUTHORIZATION OF TITLE 3(b) OF THE ANTI-DRUG ABUSE ACT OF 1988: DRUG ABUSE EDUCATION AND PREVENTION PROGRAMS FOR RUNAWAY AND HOMELESS YOUTH AND YOUTH GANGS

THURSDAY, JULY 18, 1991

House of Representatives,
Subcommittee on Human Resources,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 9:30 a.m., Room 2257, Rayburn House Office Building, Hon. Matthew G. Martinez [Chairman] presiding.

Members present: Representatives Martinez and Fawell.

Staff present: Jennifer Amstutz, staff assistant; Roger McClellan, legislative assistant; Terry Deshler, legislative assistant; Eric Jensen, staff director; Beth Buehlmann, minority professional staff member; and Kathleen Gillespie, minority professional staff member.

Mr. Martinez. First, let me apologize for being a few minutes late. This meeting is called to order.

Today, we have called this hearing to receive the testimony regarding the reauthorization of Title 3(b) of the Anti-Drug Abuse Act of 1988 relating to the drug abuse education and prevention for runaway and homeless youth and youth gangs.

Title 3(b) is schedule for reauthorization this year, and the subcommittee will be looking at a number of different programs that provide education and prevention services for those populations.

Most of you have heard me talk about the vulnerability of the people served by the program under the jurisdiction of the subcommittee. None are more vulnerable than our youth. These teenagers are impressionable, struggling with the world of constantly changing values, and are in the process of making the transition from child to adult, which is at best most difficult. Those who have no support at home, who may be abused or neglected, have few places to turn other than the streets. Those who feel disenfranchised reach out for peer approval and find it where it is available—whether it is belonging to a gang or other peer groups.

Many hide their pain through abusing drugs, and many succumb to peer pressure just wanting to be accepted. Drugs have become a blight in our society. Everyday, you can pick up the paper and read about violence related to drugs or about some famous person who has or had abused drugs. It is getting harder and harder to say "this is not my problem."

These youth out there are our children. Drug abuse is a classless phenomenon. It is not just an inner city problem. It is a suburban American problem as well. America has declared war on drugs, and the Congress has passed an omnibus drug bill.

But we have to do much more. We must now join our youth at the front line to fight that war. Education and prevention are those vital tools with which to arm them. I would like to also express my concern at this time about the $7.7 million cut, more than 52 percent, passed by the House, in the Youth Gang Program for 1992.

While the Senate proposes funding the programs at the same level last year, which I believe is still inadequate, that $14.8 million is so terribly important to these programs. This program is vital in our war, and I urge all of you out there to send letters to the House Appropriations Committee, and to those members that will be a part of the conference and urge them to accept the Senate recommendations in the conference.

Today, you will hear the testimony of people which will shock some of you and touch the hearts of most of you. You will hear from people who are reaching out to these disenfranchised youth; who provide programs that deal with these everyday issues that they face. You will hear from the youth themselves talking about what the programs have meant to them. One thing you will hear from all of these witnesses, besides the obvious needs of these programs, is their commitment, their dedication. I commend all of them for their valiant efforts and I look forward to the testimony today.

With that, I'd like to turn before we take our first witness to Mr. Fawell, the ranking minority member of this subcommittee.

Mr. **Fawell**. Mr. Chairman, I want to thank you for holding this hearing on the Youth Gang Drug Prevention Program and the Drug Prevention Program for Runaway and Homeless Youth.

As we prepare for the reauthorization of these two programs, it has become apparent to me that there is not very much good information about how these programs have worked. It is my hope that these hearings will provide an opportunity to gather information both from the department and from some of the recipients of funding under the Youth Gang and Runaway and Homeless Youth Drug Program about any problems with the program's operation and any need for refinements in the legislation.

Maybe we will discover that these have been model programs and that refinements are not necessary. In any case, today's hearing will provide an opportunity to start building that important record.

The Federal Government is currently spending almost $700 million annually on drug education programs operated by the Department of Education and the Department of Health and Human Services. While the overwhelming percentage of these funds are directed to the Drug-free Schools and Communities Act, almost $90 million over the last 3 years has supported the Youth Gang and Runaway and Homeless Youth Drug Programs.

The importance of providing drug abuse education and prevention to our nation's youth is unquestioned. But also unquestioned is the need to evaluate drug education programs to determine which ones are effective and why.

I am sure that there are many excellent drug education programs out there. And the witnesses today are involved with some of those programs.

It is my hope that today we will begin this process of taking a critical look at which programs work. I also hope that the process of evaluation will continue throughout the life both of the Youth Gang and Runaway and Homeless Youth programs and of the other drug education programs supported by the Federal Government.

I thank the witnesses in advance for their testimony and I look forward to hearing their perspectives on the programs.

Again, thank you, Mr. Chairman.

I'll add, unfortunately, the life of a Member of Congress is that he is hopping and skipping from committee room to committee room. There is another subcommittee of our Education and Labor Committee where I have consented to play a relatively crucial part of that hearing. So I'll probably have to be leaving about 10 minutes to 10, Mr. Chairman. I will certainly—I have reviewed a number of statements that I have been able to obtain in advanced, and I'll be reviewing all of the statements and carefully reviewing the evidence which is to come before our subcommittee.

Mr. **Martinez**. Thank you very much, Mr. Fawell.

If at all possible, and you find time in your schedule to maybe swing back by, some of the younger people that will be testifying later, I think, are crucial to really understanding their perspectives on these problems.

I know that you are very busy. We are all very busy. If you could just find time, if something happens, we would appreciate it. If not, we know that you will look at the testimony and review the transcript from the hearing as you most diligently do all the time to understand what is happening.

With that, I'd like to turn to our first witness. It gives me a great deal of pleasure to welcome today Ms. Jo Anne Barnhart, Assistant Secretary of the Administration for Children and Families, Department of Health and Human Services.

In the short time I have known Ms. Barnhart, I am convinced that she is a dedicated public servant and one who desires very much to do a very good job in these areas that she has authority. We have found working with you to this point a pleasant experience, one of cooperation and one that we heartily enjoy.

Thank you very much.

STATEMENT OF JO ANNE B. BARNHART, ASSISTANT SECRETARY, ADMINISTRATION FOR CHILDREN AND FAMILIES, DEPARTMENT OF HEALTH AND HUMAN SERVICES, WASHINGTON, DC

Ms. **Barnhart**. Thank you very much, Mr. Chairman. And thank you for those nice words of support. I, too, have enjoyed the relationship that has begun to be established between myself and you and your staff. I look forward to continuing that.

I have a much longer statement for the record that I would like to submit in its entirety for publication in the hearing record. However, recognizing the number of witnesses that you have today, I have prepared a greatly reduced summary that I'd like to present orally at this time.

Mr. **Martinez**. We appreciate that. Your entire testimony will be inserted into the record.

Ms. **Barnhart**. Thank you. And thank you, Mr. Chairman, for the invitation to testify this morning on reauthorization of two important anti-drug programs for youth, the Drug Education and Prevention Program Relating to Youth Gangs and the Drug Education and Prevention Program for Runaway and Homeless Youth.

I am pleased to have this opportunity to express the administration's support for the reauthorization of these two programs.

In April of this year, Secretary Sullivan created the Administration for Children and Families, ACF, by combining the Office of Human Development Services with the Families Support Administration and the Maternal and Child Health block grant program.

As a single agency, ACF offers a more comprehensive approach to the problems faced by children, youth and families by serving as a single point of contact for the more than 60 different programs that we administer.

Both the Drug Abuse Prevention Program for Runaway and Homeless Youth and the Youth Gang Drug Prevention Program are relatively new among the many programs for at-risk youth and families administered by ACF. They are valuable components of the broad range of services to families provided by ACF, and they offer invaluable services to hard-to-reach youth who are often overlooked by more traditional service delivery systems.

The reauthorization bill submitted by the administration would reauthorize both programs without any major changes for 4 years. We are requesting a four-year reauthorization in order to place these programs for at-risk youth on the same legislative cycle as the Juvenile Justice Delinquency Prevention Act. This will facilitate long-range planning and greater coordination among these related programs.

We are requesting authorization of $14.786 million for each program in fiscal year 1992 and such sums as necessary for 1993, 1994, and 1995.

The drug problems associated with youth gangs are a relatively new phenomenon. In the late 1970s and 1980s, increasing numbers of youth gangs became involved in the marketing and distribution of illegal drugs. Along with this trend came an increase in youth gang violence.

Definitive national data are not available; yet there is evidence that since the mid 1980s, extensive drug use and sale by gang members have increased in cities both large and small. In response to this growing problem, the Anti-drug Abuse Act of 1988 created the Youth Gang Drug Prevention Program.

The program has received an appropriation of approximately $15 million in each of the last 3 years, fiscal year 1989 through 1991. Over 90 percent of this appropriation each year is awarded to local agencies to help them respond to the problems of youth gangs at the local level. Eighty-four projects have been supportive of multiyear grants. These grants range from $1 million community-based consortia projects in large urban centers, such as Denver and Los

Angeles to $50,000 planning projects in small communities, such as Caldwell, Idaho and Jefferson County, Alabama.

In general, the program has promoted a holistic approach to youth gang and drug prevention by funding a broad range of services and planning activities. These include: supportive services for families of at-risk youth; development of intervention strategies for inter-generational gang families; the development of programs to meet the special needs of at-risk families; and promotion of cooperative ventures among youth service providers.

Grantees have developed several common approaches to preventing youth gang involvement that are showing positive results. Some of these examples include community organization activities that get the community involved in solving its own problems. I have other examples in my written testimony as well.

In addition to the grants, we provide technical assistance to grantees. We have begun an extensive evaluation of the program. This year in fiscal year 1991, all funds in the Youth Gang Prevention Program are committed to continue projects that began in either 1989 or 1990.

Next year, if the administration's budget request is approved, we'll be able to make up to $10 million available for new competitive grants applying the knowledge and the insights that we have gained from our original grantees to new communities to help additional at-risk youth.

Although reported alcohol and other drug use among the runaway and homeless youth population varies by source, studies show these youth use alcohol and other drugs at a greater frequency than their non-runaway or non-homeless counterparts. This prevalence of alcohol and other drug use among runaway and homeless youth prompted the enactment of the Drug Abuse Education and Prevention Program for Runaway and Homeless Youth in 1988—DAPP.

This program has been funded at approximately $15 million in each fiscal year since 1989. The vast majority of these funds have been awarded to support service or demonstration projects. These projects are typically carried out by community-based organizations, many of which also receive funds under the runaway and homeless youth basic center program. Grantees provide a wide range of services to at-risk youth, either directly or through referrals to other agencies.

Again, Mr. Chairman, I list the range of services that grantees provide in my written statement.

In some cases, grantees have integrated these substance abuse activities into ongoing shelter and service programs that were already established to serve runaway and homeless youth. In other cases, grantees have developed independent and freestanding programs to reach at-risk youth who were not necessarily receiving shelter.

In my statement, I provided examples of two grantees, Mr. Chairman, that I believe further illustrate the valuable activities that are supported through the drug abuse prevention program.

In addition to grants, the program is funding a study of alcohol and other drug use among runaway and homeless youth. We are also developing a management information system of data collection that will allow us to better assess these programs and track the outcomes and effectiveness of the services they provide.

As you mentioned in your opening statement, Mr. Chairman, the problems faced by runaway and homeless youth and the youth involved in gangs are staggering, but they are not insurmountable. Today, I have shared with you some encouraging examples of effective approaches to help these youth. Efforts of caring people in our local communities. Efforts made possible by grants from the Youth Gang Drug Prevention Program and the Drug Education and Prevention Program for Runaway and Homeless Youth.

Your continued authorization of these programs is an important investment in the lives of these vulnerable youth.

I would be happy to try and answer any questions you or other members might have at this time.

[The prepared statement of Jo Anne B. Barnhart follows:]

STATEMENT BY
JO ANNE B. BARNHART
ASSISTANT SECRETARY
ADMINISTRATION FOR CHILDREN AND FAMILIES
DEPARTMENT OF HEALTH AND HUMAN SERVICES

BEFORE THE
HOUSE COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES

JULY 18, 1991

Mr. Chairman, Members of the Subcommittee:

Thank you for the invitation to testify this morning on the reauthorization of two important anti-drug programs for youth -- the Drug Education and Prevention Program Relating to Youth Gangs and the Drug Education and Prevention Program for Runaway and Homeless Youth. I am pleased to have this opportunity to express the Administration's support for the reauthorization of these two programs.

In April of this year, Secretary Sullivan created the Administration for Children and Families (ACF) by combining the Office of Human Development Services with the Family Support Administration and the Maternal and Child Health Block Grant Program. As a single agency, ACF offers a more comprehensive approach to the problems faced by children, youth, and families, by serving as a single point of contact for the more than 60 different programs we administer. Both the Drug Abuse Prevention Program for Runaway and Homeless Youth and the Youth Gang Drug Prevention Program are relatively new among the many programs for at-risk youth and families administered by ACF. Yet, they are valuable components of the broad range of services to families provided by ACF and offer invaluable services to hard-to-reach youth who are often overlooked by more traditional service delivery systems.

The Reauthorization bill submitted by the Administration would reauthorize both programs without any major changes for four years. We are requesting a four year reauthorization in order to place these programs for at-risk youth on the same legislative cycle as the Juvenile Justice Delinquency Prevention Act. This will facilitate long-range planning and greater coordination among these related programs. We are requesting authorization of $14,786,000 for each program in FY 1992 and such sums as necessary in FYs 1993, 1994, and 1995.

Youth Gang Drug Prevention Program

Youth gangs can be traced back to the late 1800s. Yet the drug problems associated with youth gangs are a relatively new phenomenon. In the late 1970s and 1980s, increasing numbers of youth gangs became involved in the marketing and distribution of illegal drugs. Along with this trend came an increase in youth gang violence. Definitive national data are not available. Still, there is evidence that, since the mid-1980s, extensive drug use and sale by gang members have increased in cities both large and small.

In response to this growing problem, the Anti-Drug Abuse Act of 1988 created the Youth Gang Drug Prevention Program. The program has received an appropriation of approximately $15 million in each of the last three years--FY 1989 through FY 1991.

Over 90 percent of this appropriation each year is awarded to State and local agencies, to help them respond to the problems of youth gangs at the local level. Eighty-four projects have been supported with multi-year grants. These grants range from $1,000,000 community-based consortia projects in large urban centers, such as Denver and Los Angeles, to $50,000 planning projects in small communities, such as Caldwell, Idaho, and Jefferson County, Alabama.

In general, the Program has promoted a holistic approach to youth gang and drug prevention by funding a broad range of services and planning activities. These include: supportive services for families of at-risk youth; development of intervention strategies for intergenerational gang families; the development of programs to meet the special needs of at-risk females; and promotion of cooperative ventures among youth service providers.

Based on input from experts in the field, we encouraged the development of community-based consortia to combat both current and emerging problems of youth gangs and their involvement with illicit drugs. Each of these innovative local groups is a broad-based partnership that draws upon the resources, expertise, energies and commitments of many different groups within the community. In addition to the grants, we provide technical assistance to grantees to improve their services and we have begun an extensive evaluation of the program.

There is no single reason that youth join gangs. Likewise, there is no single prevention model. However, grantees have developed several common approaches to preventing youth gang involvement that are showing positive results. These include:

- community-organization activities that get the community involved in solving its own problems;
- working with and through the local schools to provide positive alternatives to gang membership and drug involvement;
- providing families with training and tools to identify and deal with gang issues;
- reducing violence within their communities through creative mediation and conflict resolution efforts; and
- using "rites of passage" programs as a substitute for gangs to help at-risk youth bridge the gap between the freedom of childhood and the responsibilities of adulthood.

While our evaluation of the Youth Gang Drug Prevention Program is not far enough along to yield information on the overall outcomes and effectiveness of the program, I would like to describe for you a specific case that illustrates the types of services being provided in various communities and the positive impact these services are having on young people. This case was relayed to us by our consortium grantee in Los Angeles and is one among many I could mention:

> Jesus, a 9-year old in the San Fernando Gardens public housing project, has been dramatically affected by on-going conflicts between his parents, his brother's involvement with the local youth gang, the death of his 15-year old sister, and eventual abandonment by his father. He also had low marks in school and demonstrated very low self-esteem. His service plan included individual and group counseling, field trips and an organized sports program. His mother has also been encouraged to get involved in a mothers' support group, field trips and an arts/crafts volunteer program. Jesus' school grades and attendance record have improved, he has a better understanding of his home environment, he interacts more with his family and is accepting responsibility for himself. A by-product of Jesus' participation is that his older brother enrolled in JTPA, is now working, and is no longer an active member of the local gang.

This year, in FY 1991, all funds in the Youth Gang Drug Prevention Program are committed to continue projects that began in either FY 1989 or FY 1990. Next year, if the Administration's budget request is approved, we will be able to make up to $10 million available for new competitive grants, applying the knowledge and insights we have gained from our original grantees to new communities and additional at-risk youth.

Drug Abuse Prevention Program for Runaway and Homeless Youth

Although reported alcohol and other drug use among the runaway and homeless youth population varies by source, each study shows that these youth use alcohol and other drugs at a greater frequency than their non-runaway or non-homeless counterparts. Several studies of urban areas clearly document higher rates of substance abuse among runaway and homeless youth. For example, a study in New York City done by David Shaffer in 1984 found self-reported drug use by 70 percent of the runaway youth. Another recent study of street youth in San Francisco and New York (Hersch, 1990) found that all of the youth surveyed used at least two drugs and the average number of different drugs used was four. In Los Angeles, Gary Yates' 1988 study on homeless and runaway youth served by a free medical clinic found that 85 percent had used drugs, 57 percent were addicted to alcohol or another drug at point of intake, and an alarming 35 percent were intravenous drug users.

This prevalence of alcohol and other drug use among runaway and homeless youth prompted the enactment of the Drug Abuse Education and Prevention Program for Runaway and Homeless Youth in 1988. This program was funded at approximately $15 million each fiscal year since 1989. The vast majority of these funds have been awarded to support service or demonstration projects. These projects are typically carried out by community-based organizations, many of which also receive funding under the Runaway and Homeless Youth Basic Center Program.

Grantees provide a wide range of services to at-risk youth, either directly or through referrals to other agencies. Typical services include:

- client assessment of drug use and/or risk;
- individual and family counseling;
- peer counseling;
- health services;
- education and prevention information;
- aftercare;
- planned individual and community activities, such as field trips and athletic events;
- case management; and
- coordination of services for runaway and homeless youth and their families.

Many of the grantees have developed a variety of useful administrative products such as assessment forms, pre/post surveys to assess alcohol and other drug use, knowledge and attitude surveys to assess intervention impact on participants, curricula, and training materials.

In some cases grantees have integrated these substance abuse activities into ongoing shelter and service programs that were already established to serve runaway and homeless youth. In other cases, grantees have developed independent, free-standing programs to reach at-risk youth who are not necessarily receiving shelter.

To illustrate the types of activities that are supported with Drug Abuse Prevention Projects for Runaway and Homeless Youth, let me share with you some specific examples.

Teen Living Programs in Chicago is developing a coordinated network of substance abuse services for homeless youth. From October, 1990 through March, 1991, their outreach team had contact with nearly 2,500 youth and provided over 600 hours of street counseling, crisis intervention and information about high risk behaviors. Often, youth were referred from the outreach program to a transitional living program operated by Teen Living Programs. There, youth completed an intake process and drug screening. If the initial drug screen indicated an abuse problem, individuals were referred to Treatment Alternatives for Special Clients, a sister program working to help street youth deal with drug abuse problems. These programs have developed a productive formal working relationship as a result of this grant program.

The Drug Abuse Prevention grant to Larkin Street Youth Center in San Francisco has resulted in late evening clinic hours, street-based medical screening, a multi-disciplinary clinical team which provides prevention and early intervention services, greater coordination with drug treatment programs, more extensive counseling services, assistance to youth on the streets waiting for a treatment bed to become available, and expanded after care services to help ensure the youth's success in staying off the street and away from drugs. The Larkin Street program reaches over 95 percent of runaway and homeless youth served in San Francisco, serving more than 2,500 youth annually.

In addition to grants, the Drug Abuse Prevention Program is funding a study of alcohol and other drug use among runaway and homeless youth. We are also developing a management information or data collection system that will allow us to better assess these programs and track the outcomes and effectiveness of the services they provide.

The studies and the statistics I have mentioned today paint a bleak picture of drug involvement for runaway and homeless youth as well as those involved in gangs. The problems faced by these youth are staggering but not insurmountable. Today I have shared with you some encouraging examples of effective efforts to help these youth -- efforts of caring people in our local communities - efforts made possible by grants from the Youth Gang Drug Prevention Program and the Drug Education and Prevention Program for Runaway and Homeless Youth. Your continued authorization of these programs is an important investment in the lives of these vulnerable youth.

I would be happy to answer any questions at this time.

Mr. **Martinez**. Thank you very much, Ms. Barnhart.

At this time, because Mr. Fawell has to leave, I'll turn to him for the questions to begin.

Mr. **Fawell**. My first question would be in regard—you set forth here that you have a holistic approach, which is, I guess, as adequate a way of expressing of the rather hard to define various types of programs you might be funding in order to reach the young people.

When do you think you'd have some evaluation of the success? I don't know how you would necessarily even measure success here. It is such a nebulous area involved. But obviously Congress is interested in some kind of an evaluation of the results of the expenditure of goodly sums of money.

Ms. **Barnhart**. You are absolutely right, sir. First of all, it is very difficult just to identify the populations in terms of the youth who are gang members and how many members of gangs are there as well as the runaway and homeless youth, who often do not want to come forward and identify themselves as such for obvious reasons.

However, I am pleased to say that we do have some evaluation and monitoring efforts underway. I'd be happy to talk about those for a few moments.

Specifically, for the gang program, the youth gang program, we have an evaluation that has been undertaken by the Development Services Group, and it is going to look at the implementation of the projects that have been funded; the activities, the kinds of activities we are funding as well as the participants in those projects; the effect of the policy environment that those projects are operating in; as well as—and this gets at your point, I think—the effectiveness of those programs.

We anticipate having results by late 1992 before or early fiscal year 1993 at this point in time. In addition, we also have six field research projects in the works that are looking at the dynamics of gangs, looking at the gang structure, looking at the involvement of gang members in drug abuse to tell us something more about the gang population.

On the drug abuse prevention program side, we, of course, do monitoring visits. We have monitored so far this year 19 percent of our grantees. I should mention on the youth gang side, we have monitored 60 percent of our grantees there.

Again, on the DAPP side, in terms of evaluation, as I mentioned in my prepared testimony, we are working on the development of a management information system that we think is going to be really a big help in terms of collecting better data about the population, the people that are coming in to receive services and then tracking them through the service path.

We also have Research Triangle Institute, a contractor, that is working on a study on the incidents and characteristics of runaway and homeless youth who are substance abusers. That is sort of a parallel effort to looking at the dynamics of gangs. We want to learn something more about the population that we are attempting to serve through these programs.

Mr. **Fawell**. Let me ask you this. Have you attempted to tie in with various churches or synagogues?

The reason I ask the question is that I have become acquainted with what has been termed back in Illinois "Parish Nurse Program" dealing with the different topic entirely, of course, in regard to helping people, especially in the inner city and other areas, recognized health problems. It seems that within that kind of a setting people are more apt to have the confidence of someone even if indirectly connected within a church setting.

Do you try to work through the various churches with people who have some kind of connection? Feeling that young people might have a greater proclivity to cooperate, and you'd bring some resources perhaps that would be helpful also.

Ms. BARNHART. Let me say that one of the things we definitely see in terms of the grantees, the grant awards that we make, at the local level, we are funding a number of consortium. In Denver, for example, we are funding a consortia that brings together a number of State and government agencies with local non-profit private agencies. My guess would be—I can't say definitively, but my guess would be that some of those non-profit agencies are certainly affiliated with religious organizations.

I wouldn't be surprised, for example, if Catholic Charities or some of the United Way agencies were involved in that. That is an effort that specifically involves the police department of Los Angeles. The governor's Job Training Office actually heads it up. The school districts are involved. The juvenile court system is involved. I think one of the things that professionals who work in this field find is that it is important that they do have that comprehensive approach.

On the drug abuse prevention side of things, we have very few providers in that field that are working in that area. So they work very hard to coordinate with one another. So again, it would be my anticipation. And I will check this, take a look at what our projects look like and who they say they are working with.

It would be my anticipation and expectation that they would be coordinating with local community groups, including churches.

Mr. FAWELL. I was amazed in the Parish Nurse Program, in regard to which I have taken some interest and participation, that when one knows that there is a so-called parish nurse who maybe only has a part-time office within a church setting, the parents or any person who is troubled will tend to utilize those services and they wouldn't go elsewhere.

Parents of a church, within a church setting, may then begin to use those kinds of services when there wouldn't be any trust to anyone else. If it has worked with a parish nurse setting, as it has worked—now, I understand that in California, too, this is something that is spreading, and other parts of the Nation.

I just thought, it would seem to me, it could be something of value here.

Mr. MARTINEZ. Would the gentleman yield on that point?

Mr. FAWELL. Yes. I would be glad to.

Mr. MARTINEZ. Have you, in your examination of the program that you do have, identified any, particularly church, groups that have applied for programs? Let me tell you why I ask the question. For years, since I was a young, very young person, the church, Catholic church has had what they call CYO, Catholic Youth Organization. They were particularly started at the time that I was young, because of the gang activities in our areas and other areas like our areas.

They did it mostly on funds that were collected by the church from private organizations within the community. As far as I know, none of them have ever really applied for Federal grants, have they?

Ms. **Barnhart**. I don't know that they have actually applied for Federal grants, but I do know that, for example, in some locations—in Takoma, Washington, for example—we do have church groups involved. And staff advises me that there are church groups involved in a number of other projects.

I think you are absolutely right, Mr. Chairman, things like CYO would be particularly important in our efforts to provide alternative activities to gang activities. That one of the things that the projects work to do is to provide alternate activities and peer group activities that will be more attractive and help the youth resist the peer pressure to move into the gang world.

So you are absolutely right. CYO would be exactly the kind of club, organization or whatever where they could feel the same kind of attachment they could, for example, to a gang.

Mr. **Martinez**. Let me—if you'll yield just a little further?

Mr. **Fawell**. Certainly.

Mr. **Martinez**. Let me explain the reason I bring that up. It is because I understand what Mr. Fawell is saying, but also, I think, in your experience, you'll realize or maybe I think you will, anyway, is that there are different levels of gang activity and different levels of the need for help.

There are some of these young people that might be drawn to a church organization; but there a lot of other, and a bigger percentage of, that wouldn't touch it with a ten foot pole—wouldn't come near that group. And that there has to be all these other organizations.

You couldn't exclusively say that because the church, because a certain element of these young people gravitate towards that church, that that would really even make a dent in the problems that exist out there with the runaway youth and the youth gangs.

Ms. **Barnhart**. You make an excellent point, Mr. Chairman, from the standpoint that when we look at the number of youth that are supposed to be served by the projects—I say supposed to be, and by that, I mean by what the projects announce their intent is when they submit their grant application.

Looking over those grant applications, we see that projects intend to serve roughly 98,000 young people or so a year through the Youth Gang Program. However, that varies dramatically in intensity as you so aptly point out. In some cases, it is drug education, and it is done through the schools or community groups. In other cases, it is much more intensive work, I think, of the kind that you were speaking to working with individuals on a much lower ratio of staff to individual.

In fact, in some cases what we find is the grantees end up serving more individuals than they thought they were going to, because there are so-called tag-alongs as youths get involved in some of these programs and the public education and things. They might bring sisters, brothers, friends or whoever with them.

Mr. **Fawell**. Thank you very much. I have nothing further.

Mr. **Martinez**. Thank you, Mr. Fawell.

Let me ask a question. You know, I know it's impossible. You've got a lot of programs that you've got to monitor in one group of monitored—where did I write it down? Sixteen percent. The other group a much larger percentage, 86 or something like that.

Ms. **Barnhart**. We have monitored 60 percent——

Mr. **Martinez**. Sixty percent.

Ms. **Barnhart**. [continuing] of the youth gang projects so far this year and 19 percent of the DAPP projects.

Mr. **Martinez**. So it leads me to a question: Does it leave you much time to go out and look for new programs or recruit new programs or even coordinate programs that come from the same local community?

Ms. **Barnhart**. Well, there are actually a number of coordination and outreach activities that we have in place. One of the things we do to try and encourage new grantees is we issue a program announcement every year in the "Federal Register." We also have held national conferences on both projects—DAPP, as well as the youth gang project program. We have worked with advocacy groups like the Network for Runaway and Homeless Youth to encourage grantees of people who are not currently grantees.

In addition, through our Cosmos contract and the youth gang project, we make available technical assistance to non-grantees to help them apply. Through our coordinated network of grantees on the DAPP side, we have one in each region. Part of their responsibility is to provide technical assistance to non-grantees as well. So we do try to coordinate our activities to bring in—our outreach activities to bring in new grantees.

When we are looking at funding projects for applications that have been submitted, we do, of course, look at what is currently going on in that area to determine if it would be duplicative or complimentary or if they already have a grant as opposed to other areas that are more under-served and do not have the grant.

Mr. **Martinez**. That is very good. Let me ask you: Are you aware of Gary Clark's "Why Say No" program here in DC.?

Ms. **Barnhart**. I do not have personal familiarity with it; however, I have been told about it to some extent.

Mr. **Martinez**. To that extent that you have been told about it, do you think that they would qualify under the Drug Prevention Act for funding?

Ms. **Barnhart**. It would be—that would be a question that I would not be prepared to answer here today, Mr. Chairman, but I would certainly be happy to get back to you or provide an answer for the record on that, and have staff take a look at that.

Mr. **Martinez**. I have some other questions. Because we are pressed on time, I will submit some of those questions. I will allow the record to remain open so that you can respond to those questions, and they can become part of the record. But just one last question for you.

You mentioned a while ago that it was pretty hard to identify the gang members. L.A.—I am more familiar with L.A. because I come from that area.

Chief Gates in the department there has, according to him and his administration, have found it fairly easy to identify the gang members and the numbers. I am astounded by the numbers they put out, because I think what they have done is they have taken any kid that wore the colors in self-defense not to be attacked as a gang member or any kid that was on a periphery of a friend of a friend became a gang member.

But at least to the extent that you have a general description of the gangs and the gangs as the different police departments in major cities have done it, it would seem that the numbers—at least their numbers anyway—should be fairly easy for the department to get to get a handle on what the numbers are out there.

Ms. **Barnhart**. Actually, one of the difficulties, Mr. Chairman, is the fact that in some areas, they catalog and keep track of the number of gangs and in other areas, the number of gang members. L.A. happens to be a place where one of the estimates that we have is that there are 30,000 gang members and 750 gangs.

But, for example, in some other cities, in Miami, the information we have says there are 50 gangs, but it does not say how many gang members there are. In Chicago, it is reported that there are over 100 gangs. Roughly 50 percent are considered major gangs and roughly 50 percent are considered minor gangs. But there are no numbers attached to those. So it depends on how the local office keeps those records and whether they choose to just record the number of gangs or the number of gang members.

So it is really a disparate situation across the country.

Mr. **Martinez**. Have you tried to compile any information from the community action organizations who have numbers, too, like that?

Ms. **Barnhart**. I don't know if we have or not, but I could certainly check that and see.

Mr. **Martinez**. Sometimes they are more accurate than what the police department like Steve Gates' police department is. So that might be a source of trying to identify it.

I know your job is to really try to identify the actual numbers and not the figment of somebody's imagination. But I think that we need to do that, too, and maybe community action organizations are a place that you might see it.

Ms. **Barnhart**. We could certainly take a look at that. We try to use all conceivable available data sources, Mr. Chairman. One of the things we do on the DAPP side is we fund questions in the Center for Disease Control National Household Survey that takes place every 2 years asking questions to get at the number of youth that are homeless and so forth. Because this whole numbers question is an extremely difficult one, as I mentioned earlier. It is very, very difficult for us to get a handle on exactly the populations that we are trying to serve.

Mr. **Martinez**. You are not alone. The Census Bureau had a difficult with some of the numbers that are out there.

Like I said, I have other questions, Ms. Barnhart. You have been very kind to appear before us today and give us the testimony you have given us. We look forward to continuing to work with you on these problems.

Ms. **Barnhart**. Thank you, Mr. Chairman. I appreciate the opportunity.

Mr. **Martinez**. At this time, I would like to call—I'd like to explain we are going to go out of a little bit of order because of time constraint on one of our witnesses here, who has to, out of diligence to his profession, leave earlier than expected. I'd like to introduce these witnesses, with whom I have had a moment to spend before coming down to the hearing.

I am very, very impressed with the activities that they are carrying out and their willingness to dedicate themselves, their time and their money to some of the efforts that in one sense they do it out of their own pocket. The Congress does it out of the pockets of the taxpayer. They have yet themselves made a bigger commitment as an individual to correcting the kinds of problems we are facing than has, in my estimation, the Federal Government.

With that, I'd like to introduce first Mr. Gary Clark, who is founder of the Gary Clark "Why Say No" Sports Camp and Youth Leadership Program in Washington, DC. Of course, I guess many of you know that Gary Clark is an outstanding football player with the—I was going to say Los Angeles Redskins—with the Washington Redskins. Let me say that is not out of loyalty to L.A., because I never forgave them for moving to Anaheim. They are in Anaheim and Orange County, and they still call themselves the L.A. Rams. I guess it is for the fans they had that were willing to not—to forgive them and follow them.

But the other person is another member of the Washington Redskins, an outstanding individual, Mr. Anthony Jones. He also works with this program and is an integral part of it. Mr. Jones.

With them is a young woman who happens to be Mr. Clark's sister: Ms. Sheila Clark, who also works with this program.

With that, gentlemen, you were scheduled to testify first, but Ms. Clark, would you like to say a few words first? No. You are going to let your brother do the testifying. Okay.

Mr. Clark.

STATEMENT OF GARY CLARK, FOUNDER, GARY CLARK "WHY SAY NO" SPORTS CAMP AND YOUTH LEADERSHIP PROGRAM, WASHINGTON, DC

Mr. **Clark**. Good morning, Mr. Chairman and members of the subcommittee.

I am Gary Clark, a wide receiver for the Washington Redskins. Before I begin, I would like to thank you for the opportunity to testify before you today regarding the reauthorization of two vitally important programs, the Drug Abuse and Prevention Program for Runaway and Homeless Youth and the Youth Gang Drug Prevention Program.

Personally, I hate seeing the exuberance and potential of many of today's youth tapped and drained by shortsighted involvement with drugs and alcohol.

Mr. **Martinez**. Mr. Clark, would you allow me to interrupt you just a little bit?

Mr. **Clark**. Yes.

Mr. **Martinez**. Drop that microphone just a little bit.

Mr. **Clark**. I am not a very good public speaker, so you all bear with me.

Mr. **Martinez**. You are doing fine.

Mr. **Clark**. I believe that the well-being of this great country is dependent upon the values and lifestyles developed and adopted by our young people today.

This morning, I would like to take a few minutes to tell you about the Gary Clark "Why Say No" Sports Camp. This is a substance abuse prevention program that my family and I began in Roanoke, Virginia last year. In fact, we recently completed our first Camp in the District of Columbia.

Our sports camp has a goal and a purpose—to provide youth with the developmental skills that will enhance their chosen athletic specialty, as well as to instill in them positive feelings toward self and negative responses to drugs and alcohol abuse. A goal not to teach them to "just say no," but also to help them understand why it's smart to say no.

Giving the youth information and alternatives for why they should say no is accomplished by several methods. Guests speakers are brought into the camp to talk with participants. The drug education, self-esteem and confidence building activities are held on a daily basis, taking place in a classroom-type setting; while other activities are more hands-on and active participation.

Special events emphasizing these areas are also provided. Professional athletes are available on a daily basis to work with the participants, giving talks of their own struggles to avoid temptation and to overcome difficulties, to provide the youth with attention, and just to let them know that they care. A local group of high school and college coaches are also brought in to work with the kids on athletic skills as well as some official Redskins members that, fortunately, owe me some favors.

At the end of each camp, 20 of the participants are selected based on their potential for leadership, improved self-confidence and self-esteem and the belief that they can make a difference to participate in our youth program.

Often, the effects of peer pressure on young people can be devastating. That is why one of the goals of the youth leadership program is to turn peer pressure into peer support. One of the most powerful influences in a young person's life is their peers. Let's face it, whether we like it or not, alcohol and drugs are a fact of life in today's world. Sooner or later, in one way or another, young people have to make choices and decisions about alcohol and drugs, just as they have to make choices and decisions about school, friends, sex, athletics and life in general.

If kids don't really know the basic facts about substance abuse, how can they make informed decisions about using drugs? Even if they, as individuals, have never ever touched alcohol or drugs, they know sooner or later, a friend, a family member or an acquaintance who has experienced a problem because of using them—and whether they admit it or not, this problem will have some effect on them.

Through participation in the leadership program, the youth will gain accurate information about drugs and alcohol, as well attend a 2½ day retreat to receive communication and leadership skill training.

To state it simply: kids get football and other sports training from very talented and respected and caring Washington Redskins well regarded in their field. And everyday, in professionally-designed forums, developed and segmented by age group, they learn important life and leadership skills that can't be absorbed from the end of a crack pipe.

As a role model, I feel a responsibility to assist our youth by providing an environment where they can develop a healthy self-image, maximize their potential and foster the spirit that a body sick from drugs cannot perform. An environment that can lead our youth away from the perceived glamour and fleeting glory of a detrimental lifestyle. How? By exposing the illusion.

Although there are many fine prevention programs that have been established to deal with the drug problem as it relates to youth gangs and runaway and homeless youth such as the programs operated by the Community Action Agencies in Milwaukee, Wisconsin; Fresno, California; and Berlin, New Hampshire, the challenge is still substantial.

The National Network of Runaway and Youth Services estimate that each year 1 to 1.3 million youth run away from home. The 1990 national survey found that among runaways, homeless and other youth in high-risk situations served by the community-based agencies, 46 percent had a substance abuse problem and 14 percent were addicted to alcohol or other drugs. A 1989 GAO Report based on information from the federally funded runaway and homeless youth shelters indicated that 22 percent of homeless and 22 percent of runaway youth abused alcohol or other drugs.

Only last week here in the District of Columbia, a mother of three children was gunned down and murdered in front of her children—caught in the cross-fire between a warring gang.

Getting away from what I am reading right off this paper, I find this story disgusting. I was at camp when I heard about it. For something like that to happen in our community that we live and we love, I found that hard to understand or even consider how something like that could happen. I grew up in a very rural setting. I guess I was never faced with that. The closest thing we got to anything was a fistfight in the backyard. If you wanted to settle things, you settled it man to man. You didn't pick up some type of gun that seems kind of—excuse me, ladies—sissy fight to me, and with respect to a gentleman's standpoint.

A mother—and her children have to see her gunned down. It kind of just bothers me. Excuse me for getting off the subject right now, but that affects me in a way, because I am very close to the family. That just bothered me very badly.

An unacceptable number of youth are addicted to drugs and alcohol and are involved in drug-related crime and suffer immense personal loss as a result and cannot reach their potential or even survive.

As a professional athlete, basically, as a human being, we owe society the right that for people's families who don't really have families, whose parents are drug addicts or whose parents who don't really care about them, we are all somehow connected. We basically are family for these people who cannot be families for themselves. It is our responsibility to these kids, to our own kids, to make sure that they grow up in a healthy environment much the same way we did.

We were fortunate that we had families that cared about us. We were fortunate that we had other people in our community that set us in place when we got out of hand. We need to do that again. In order to do that, we definitely need funding for these two programs that I have talked about earlier today.

I don't know what more I can say—we need your help. The community needs your help. The kids need your help. Let's face it. They are our society for tomorrow. The kids, my daughter, your daughter, sons and daughters. They are our future.

I look forward to being a grandfather someday. I look forward to seeing my kids grow up in a drug-free society. For people who say that that cannot happen, they definitely get on my nerves because I think it is total bull-crap. Excuse me. I'm getting a little upset right now.

[The prepared statement of Gary Clark follows:]

CLARK'S CREW

The GARY CLARK "Why Say No" Sports Camp

Testimony of Gary Clark,
The Washington Redskins
Before the House of Representatives
Subcommittee on Human Resources
July 18, 1991

Good morning Mr. Chairman and Members of the Subcommittee. I am Gary Clark, a Wide Receiver for the Washington Redskins. Before I begin, I would like to thank you for the opportunity to testify before you today regarding the reauthorization of two vitally important programs: the Drug Abuse and Prevention Program for Runaway and Homeless Youth and the Youth Gang Drug Prevention Program.

Personally, I hate seeing the exuberance and potential of many of today's youth tapped and drained by shortsighted involvement with drugs and alcohol. I believe that the well-being of this great country is dependent upon the values and lifestyles developed and adopted by our young people today.

This morning, I would like to take a few minutes to tell you about the Gary Clark ***"WHY SAY NO"*** Sports Camp. This is a substance abuse prevention program that my family and I began in Roanoke, Virginia, last year. In fact, we recently completed our first Camp in the District of Columbia.

My Sports Camp has a goal and a purpose - to provide youth with the developmental skills that will enhance their chosen athletic specialty, as well as to instill positive feelings toward "self" and negative responses to drugs and alcohol. A goal not to teach them to just say "no," but, also to help them to understand why it's smart to say "no."

Giving the youth information and alternatives for why they should say "no" is accomplished by several methods. Guest speakers are brought in to talk with the participants. Drug education, self-esteem and confidence building activities are held on a daily basis; some taking place in a classroom-type setting, while other activities offer more hands-on, active participation. Special events emphasizing these areas are also provided. Professional athletes are available on a daily basis to work with the participants, giving talks on their own struggles to avoid temptation and to overcome difficulties, to provide the youth with attention and just to let them know they care. A local group of high school and college coaches are also brought in to work with the kids

"Preparing Today's Athletes for Tomorrow's Opportunities"

on athletic skills. At the end of each Camp, 20 of the participants are selected, based on their potential for leadership, improved self-confidence and self-esteem and their belief that they can make a difference, to participate in our ***Youth Leadership Program.***

Often, the effects of peer pressure on young people can be devastating. That is why one of the goals of the ***Youth Leadership Program*** is to turn peer pressure into peer support. One of the most powerful influences in a young person's life is their peers. Let's face it, whether we like it or not, alcohol and drugs are a fact of life in today's world. Sooner or later, in one way or another, young people have to make choices and decisions about alcohol and drugs just as they have to make choices and decisions about school, friends, sex, athletics, and life in general. If kids don't really know the basic facts about substance abuse, how can they make informed decisions about using them? Even if they, as individuals, have never touched alcohol or drugs, they know, or soon will know, a friend, a family member or an acquaintance who has experienced problems because of using them, and whether they admit it or not, this problem will have some effect on them.

Through participation in the Leadership Program, the youth will gain accurate information about drugs and alcohol, as well as attend a 2 1/2 day retreat to receive communication and leadership skill training.

To state it simply, kids get football and other sports training from very talented, respected and caring Washington Redskins and other athletes well regarded in their field. And, every day, in professionally-designed forums, developed and segmented by age group, they learn important life and leadership skills that can't be absorbed from the end of a crack pipe.

As a role model, I feel a responsibility to assist our youth by providing an environment where they can develop a healthy self-image, maximize their potential, and foster the spirit that a body sick from drugs cannot perform. An environment that can lead our youth away from the perceived glamour and fleeting glory of a detrimental lifestyle. How? By exposing the illusion.

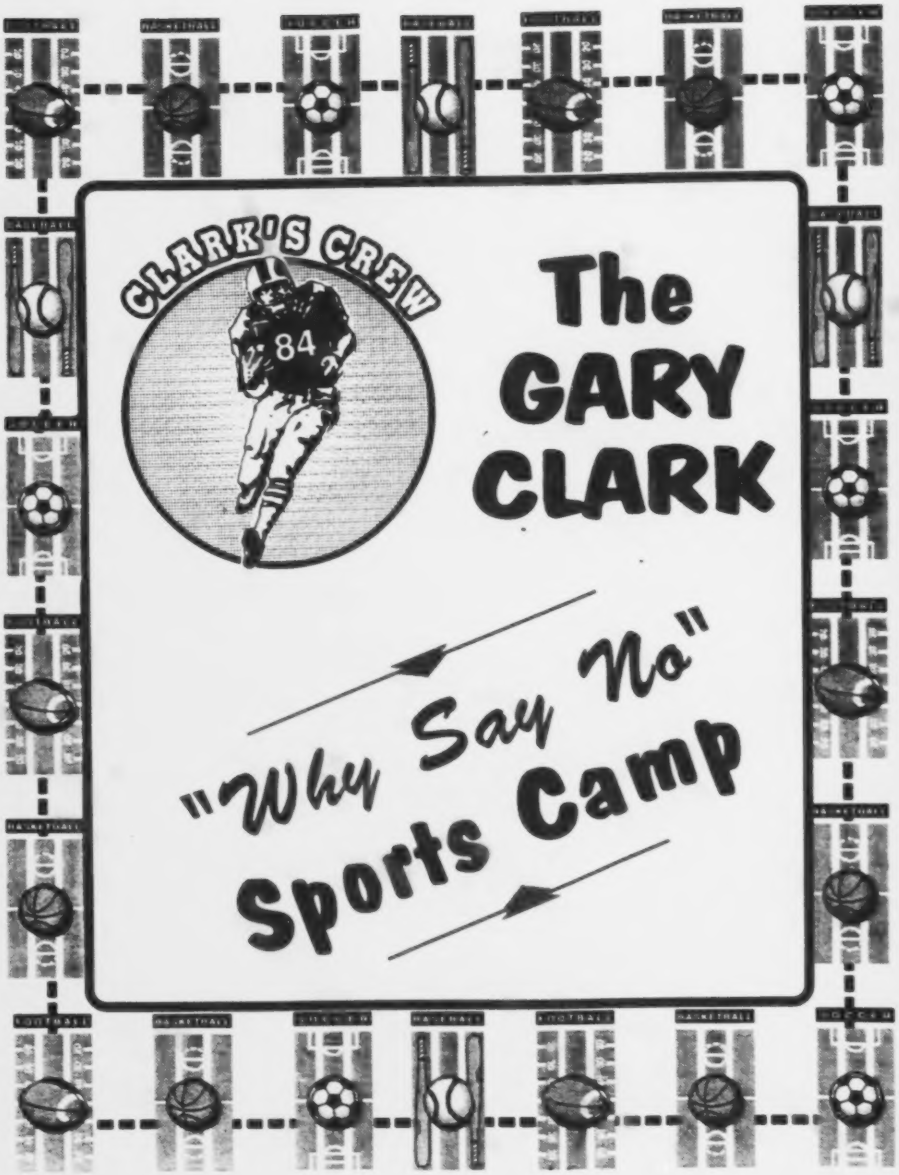
Although there are many fine prevention programs that have been established to deal with the drug problem as it relates to youth gangs and runaway and homeless youth, such as the programs operated by Community Action Agencies in Milwaukee, Wisconsin; Fresno, California; and Berlin, New Hampshire, the challenge is substantial.

The National Network of Runaway and Youth Services estimates that each year 1 to 1.3 million youth run away from home. Their 1990 National Survey found that among runaway, homeless and other youth in high-risk situations served by community-based agencies, 46% had a substance abuse problem, and 14% were addicted to alcohol or other drugs. A 1989 GAO Report based on information from the federally funded runaway and homeless youth shelters indicated that 22% of homeless and 20% of runaway youth abused alcohol or other drugs.

Only last week, here in the District of Columbia, a mother of 3 young children was gunned down and murdered in front of her children - caught in the crossfire between two rival gangs.

An unacceptable number of our youth are addicted to drugs and alcohol and are involved in drug-related crime, and, suffer immense personal loss as a result and cannot reach their potential or even survive.

As a professional athlete, I understand that in order to play in the game on Sunday, I have to be a contender, mentally and physically prepared to compete. If I am ill-prepared, I realize that on game day I'll be forced to watch from the sidelines, unable to actively assist my teammates. Unless these programs are reauthorized and fully funded, it won't make any difference how many fine prevention programs exist, or that Gary Clark cares about our youth. We'll all be watching from the sidelines, ill-prepared and without the resources necessary to assist today's young people in the "War on Drugs, and we will all have to pay an enormous price in ruined lives and wasted resources. Mr. Chairman and Members of the Subcommittee, I strongly urge you to reauthorize the Drug Abuse and Prevention Program for Runaway and Homeless Youth, and the Youth Gang Drug Prevention Program and hope that you will work diligently to restore it to its full level of funding.


CLARK'S CREW
84
The GARY CLARK
"Why Say No" Sports Camp
FOOTBALL
BASKETBALL
SOCCER
BASEBALL

CLARK'S CREW

The GARY CLARK "Why Say No" Sports Camp

The Gary Clark "WHY SAY NO" Sports Camp & Youth Leadership Program

It began with the idea of a football camp. A camp like many others sponsored by professional athletes throughout the country. As plans for the camp were forming, numerous news stories about drug busts, deaths of promising athletes, local drug usage and a story about a 14-year old girl smuggling cocaine through the Roanoke Valley Airport, dominated the headlines throughout the region.

As Gary Clark discussed these events with his father, a new idea began to emerge. These children need to know more than how to catch a football; they need facts and education on the harmful effects of drugs and alcohol, they need alternatives and reasons for saying no to substance abuse, they need to believe in themselves and they need to understand that they, as individuals, are important. So, with the help and support of local government officials, business and community leaders and the endorsement of national and state government officials, the Gary Clark *"Why Say No"* Sports Camp was born.

This camp has a goal and a purpose...to provide youth with the developmental skills that will enhance their chosen athletic specialty, as well as to instill positive feelings toward "self," and negative responses to drugs and alcohol. A goal not to teach them to just say "NO," but, also to help them to understand why to say "NO."

Giving the youth information and alternatives for why they should say "no" is accomplished by several methods. Guest speakers are brought in to talk with the participants. Drug education, self-esteem and confidence building activities are held on a daily basis; some taking place in a classroom-type setting while other activities offer more active participation. Special events emphasizing these areas are also provided. Professional football players are available on a daily basis to work with the participants, giving talks on their own struggles to avoid temptation and to overcome difficulties, to provide the youth with attention and just to let them know they care.

A local group of coaches are also brought in to work with the kids on athletic skills. Workouts are held twice daily with basketball training for young ladies and football training for young men. In 1991, Gary plans to add soccer, cheerleading and a coaches' clinic to the roster of activities. The participants are also treated to special presentations by the professional players, who often hang around the field to work with the kids. Throughout these activities, coaches and pros alike can be heard praising the youths efforts and reminding them that a body sick from drugs cannot perform.

"Preparing Today's Athletes for Tomorrow's Opportunities"

212 C Broad Street • P.O. Box 276 • Dublin, VA 24084
703/674-2610 • Fax: 202/775-0225

To summarize, the Gary Clark *"Why Say No"* Sports Camp is open to all youth aged 8-18 and provides:

- Professional and specialized athletic training by representatives of the Washington Redskins and other NFL players, as well as local high school and college coaches.
- An environment that installs a value system that mediates self-destructive behavior and facilitates the attainment of broad life goals.
- An environment that promotes a health self-image and incentive to maximize human potential; and
- Serves to foster unity among local government, business, the school system, community agencies and citizens in their stand against drug and alcohol abuse through substance abuse education and prevention activities.

And so, there you have it. The concept is simple. To combine drug education and self-esteem building with athletic skills training. Making this concept a reality is not so simple. Only through the hard work and dedication of government, business, schools, churches, community organizations, parents and youth can such an endeavor as this camp be possible.

Of all the industrialized nations, our country leads the world in infant mortality, juvenile crime, substance abuse and teen pregnancy. Despite our mandatory school enrollment, our literacy rate is below that of other developed nations. 20% of our children live in poverty, while 40% of our nation's poor are children.

The U.S. has the highest rate of teen alcohol and drug use of any industrialized nation. The use of drugs and alcohol is often implicated in highway accidents, violent and delinquent acts and early sexual experience. Unless there is greater progress toward changing the widespread tolerance of drug and alcohol abuse, there will be 4 million teens who use marijuana in the year 2000, 2 million who use various forms of cocaine and 11 million who use alcohol. Drug abuse and drug-related crime will continue to burden our criminal justice and health care systems and our society will be forced to pay an enormous price in ruined lives and wasted resources.

The result of an April 1989 study in the Roanoke City Public School system showed that 39% of 6,217 students surveyed, had used beer by their 13th birthday, while 27% of juniors and seniors first experimented with liquor between the ages of 12 and 15. 15% of these youth had used marijuana and 3% had use cocaine.

Over one hundred years ago, Abraham Lincoln said *"the probability that we may fail ought not to deter us from the support of a cause we believe to be just."* Those of us who are a part of the Gary Clark *"Why Say No"* Sports Camp believe that the "War on Drugs" is a just cause.

Desire' Joseph Mercier once said, *"We must not only give what we have; we must also give what we are."* Gary Clark is doing this by accepting the challenge to assist our youth in their efforts to become contributing partners in our society. **Will You?**

THE CURRENT REALITY

- *A total of 60% of young people, aged 25 and under have tried drugs.*
- *Alcohol and drug abuse cost America over $175 billion in 1983 in reduced productivity, treatment, crime and related costs.*
- *As of 1988, almost one of every five youths aged 12-17 had tried marijuana. More than 20%, or almost 6 million had used cocaine.*
- *There are 26 million alcoholics in the U.S., one in five are between the ages of 13 and 17.*
- *More than 75% of American youth have consumed alcohol by age 16 and 60% of all high school seniors drink once a month.*
- *Life expectancy has dropped for the 16 to 19 year old range, but it's gone up in every other age group.*
- *40% of adolescent suicides involve drugs and alcohol.*
- *12-13 years old is the average age that kids begin to drink.*
- *Only 50% of fourth graders know that beer, wine or liquor is a drug, compared to 87% who know that marijuana is a drug.*
- *One out of four students drop out of high school.*
- *A teenager commits suicide every ninety minutes.*
- *Four out of ten teenagers become pregnant.*
- *Of the roughly nine million persons who have become problem drinkers in this country, 3.3 million are teenagers.*
- *49% of high school students drink in cars.*
- *Drug use by sixth graders has tripled over the last decade.*
- *Cocaine deaths have tripled in just five years.*

WHY IS IT A CRITICAL PROBLEM

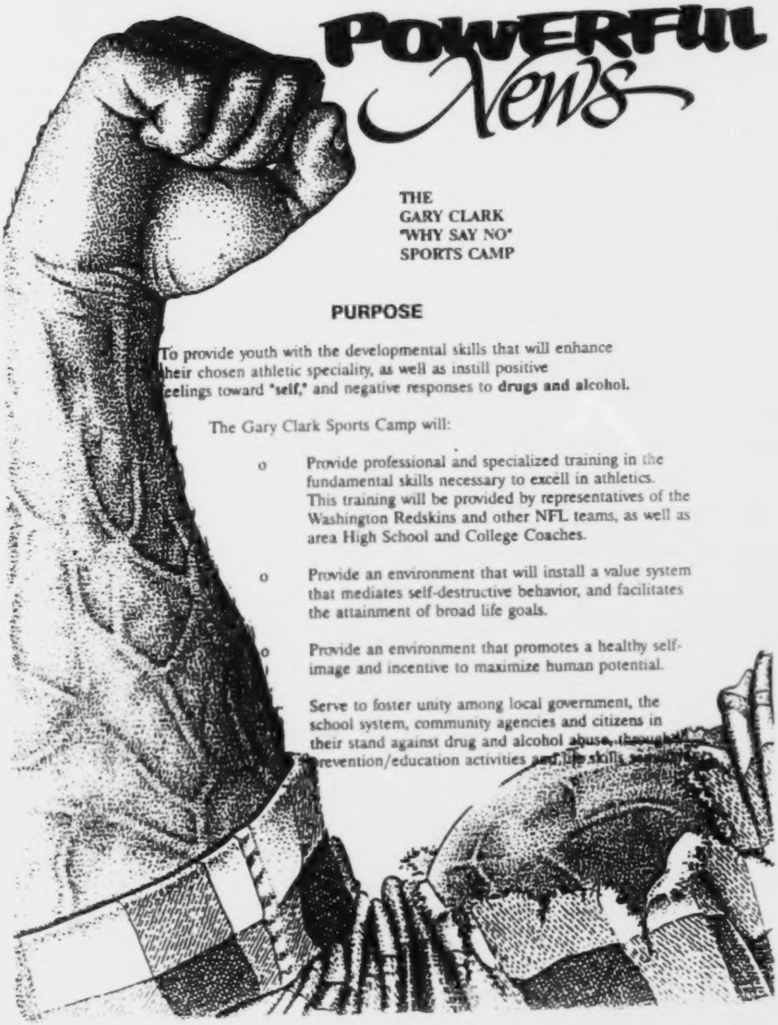
For Young People. Use of drugs and alcohol by youth is often implicated in motor vehicle crashes, violent and delinquent acts and early sexual experience. Illicit drug use breeds dishonesty with parents and disrespect for the law. Regular use may impair school and job performance.

For Employers. Substance abuse is costly to employers in terms of absenteeism, safety in the workplace and overall productivity.

For Society. The U.S. has the highest rate of teen alcohol and drug use of any industrialized nation. The drug problem in this country is 10 times greater than in Japan.

> ***Unless there is greater progress toward changing the widespread tolerance of drug and alcohol abuse, there will be 4 milion teens who use marijuana in the YEAR 2000, 2 million who use various forms of cocaine and 11 million who use alcohol. Drug abuse and drug-related crime will continue to burden our criminal justice and health care systems and society will pay an enormous price in ruined lives and wasted resources.***

POWERFUL News



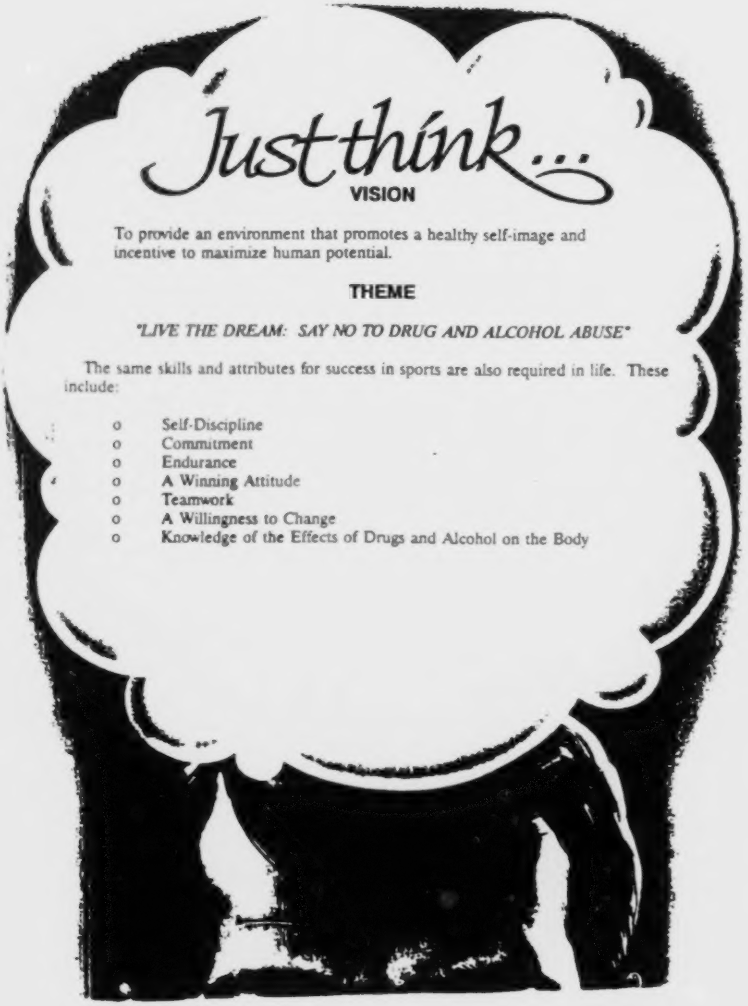
THE
GARY CLARK
"WHY SAY NO"
SPORTS CAMP

PURPOSE

To provide youth with the developmental skills that will enhance heir chosen athletic speciality, as well as instill positive eelings toward **"self,"** and negative responses to **drugs and alcohol.**

The Gary Clark Sports Camp will:

- Provide professional and specialized training in the fundamental skills necessary to excell in athletics. This training will be provided by representatives of the Washington Redskins and other NFL teams, as well as area High School and College Coaches.
- Provide an environment that will install a value system that mediates self-destructive behavior, and facilitates the attainment of broad life goals.
- Provide an environment that promotes a healthy self-image and incentive to maximize human potential.
- Serve to foster unity among local government, the school system, community agencies and citizens in their stand against drug and alcohol abuse, through prevention/education activities and life skills [illegible]



VISION

To provide an environment that promotes a healthy self-image and incentive to maximize human potential.

THEME

"LIVE THE DREAM: SAY NO TO DRUG AND ALCOHOL ABUSE"

The same skills and attributes for success in sports are also required in life. These include:

- o Self-Discipline
- o Commitment
- o Endurance
- o A Winning Attitude
- o Teamwork
- o A Willingness to Change
- o Knowledge of the Effects of Drugs and Alcohol on the Body

CLARK'S CREW
84

The GARY CLARK "Why Say No" Sports Camp

ENDORSEMENTS AS OF MAY 10, 1991

Lawrence Douglas Wilder, Governor, Commonwealth of Virginia
Mary Sue Terry, Attorney General, Commonwealth of Virginia
James Dyke, Secretary of Education, Commonwealth of Virginia
Governor Bob Martinez, Director, Office of National Drug Control Policy
William Cole, Esq., Director, Drug Control Task Force, Commonwealth of Virginia
Chuck Robb, U.S. Senator, Virginia
John Warner, U.S. Senator, Virginia
Rick Boucher, U.S. Representative, Virginia
Jim Olin, U.S. Representative, Virginia
Sharon Pratt Dixon, Mayor, District of Columbia
Noel C. Taylor, Mayor, City of Roanoke, Virginia

"Preparing Today's Athletes for Tomorrow's Opportunities"

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703/674-2610 • Fax: 202/775-0225

134 Michigan Avenue, N.E.
Apartment #Q-31
Washington, D.C. 20017

July 2, 1991

Mr. Gary Clark
Gary Clark Sports Center
P.O. Box 276
Dublin, VA 24084

Dear Mr. Clark:

This letter comes in regards to thank you for giving my child (Derrick Duarte') the opportunity to be part of your sports camp. The experience he received for that week (June 24th -28th, 1991) will be long remembered in his mind for the rest of his life. It was an opportunity that he will never forget nor that he will want to ever forget. I have never seen him so excited about something so positive that my heart goes out to you. I just want you to know that you gave the inner-city children something to hold on to in such a dilemma state of growing up.

I would like for you to deliver this message to A.J. (I don't recall his real name) but he will always have a friend. When things are not going well for him or he thinks they are not, tell him to remember he has a 10 year old best friend. The class that he taught left such an impact on Derrick that I hope and pray he will always remember A.J. and "Just Say No". Derrick really enjoyed the class and the way A.J. conducted the class. Whatever his technique was it came across the way he wanted it to.

Last but not least, thank your family for helping you set up a program such as the one you did. Family is so important in our lives but we tend to take it for granted. One thing to always remember family is always there for you.

Once again, THANK YOU for everything that that week allowed Derrick to experience. God bless you and your family.

Sincerely yours,

Wanda D. Duarté

Wanda D. Duarte'

PS: I have a good season

Mr. **Martinez**. Well, don't get too upset, because we need you and we need people like you. You know, your emotion, I guess, gets to me, and I might have a tendency to get a little emotional myself. Let me tell you why. Because I have heard what you just said made in many, many speeches by many, many politicians. Our children are our future.

And yet, you would think in a country as advanced as we are, we could stop and simply develop a national child policy. We have a Select Committee on Children, Youth and Families in this Congress. And we have hearings on the child abuse that goes on out there and on the drug problems. Yet, nothing really evolves from it, except the omnibus drug bill. We may break our arms patting ourselves on the back for passing that bill, but the grassroots level really hasn't done a thing.

Then we have a drug czar who gets up on national television and says, "We're winning the war on drugs and we're changing the life for many people out there," and you go out onto the streets with the police that are having to face these problems. Ride with them in their cars, and they'll tell you they have made not even a dent in it.

The only people that have made dents in it are people like yourselves. You took of your own money to start a camp because you felt that responsibility. You would think that other people would recognize it and come forward.

As we were talking in the office, I see political people raising huge amounts of money for political campaigns. Yet I see organizations like the Boys and Girls Club of America having a fund raising at a little local community. If they can raise $10,000, they've raised a lot. It seems to me that there is something really wrong with that. We talk about a Congress that says, "Hey, our children are our priority and our youth is our future." Then they cut the funding for programs like this in half. More than half. Fifty-two percent. Fortunately, the Senate has maintained the original amount, and they think they are doing a great deal

Well, they are not doing a great deal because those monies still reach only a small percentage of the eligible population. I didn't mean to get started on soapbox.

But it's really a shame that somehow or other we can build MX missiles and stick them in the ground and never fire them. We can build B-2 bombers that we say we're never going to need because we are working for world peace. Yet, we can't provide the kinds of monies we need for the kinds of programs that exist out there, and yours has to go on.

I'll tell you this. We talked a little bit about trying to raise monies for your program. I commit to you that I will do everything I can to raise monies for your program.

Mr. **Clark**. Thank you, Mr. Chairman.

Mr. **Martinez**. Gary, if I interrupted you, I'm sorry. Do you want to finish out?

Mr. **Clark**. I just basically just want to stress again that the funding is important. The two programs that I had mentioned earlier definitely need funding. The reauthorization is important and necessary. To whoever is listening, please help. The two great organizations' funding should be available for them.

Thank you, Mr. Chairperson.

Mr. **Martinez**. Thank you, Mr. Clark.

Mr. Jones?

STATEMENT OF ANTHONY JONES, GARY CLARK "WHY SAY NO" SPORTS CAMP AND YOUTH LEADERSHIP PROGRAM, WASHINGTON, DC

Mr. **Jones**. Mr. Chairman, and members of the subcommittee, before I begin, I would like to thank you for this invitation to testify before you today regarding the importance of drug education and prevention for our youth.

Let me just get away from it just for a second here. I watched Gary Clark come into the league. He became my roommate. He and I became very, very good friends. The thing that most impressed me about Gary is his family value. He came from a midsize family as I did myself, and we both held onto our family values. After every game, his family would be there. My family would be there. They would all get together and it was like one big family.

The point that he makes—I watch him also get very emotional here as he always does. The reason I am involved in this is not only because he is a friend of mine, a very good friend of mine, but I believe he is doing something that needs to be done and we need to get as many positive people involved in it as we can.

I know I got a little bit off my subject here, but I just felt that had to be said, so please allow me to continue.

Mr. **Martinez**. We appreciate it, Mr. Jones. It is good to say things like that. Sometimes we hold back and we don't say what we really feel. That is not good. I think we should say what we really feel. Continue.

Mr. **Jones**. As an adult, I can relate to the youth of today and some of their problems. I grew up in a housing project in Baltimore City and everyday of my young life, I faced problems dealing with drugs, violence, teen pregnancy and school dropouts.

To further complicate matters, my father passed away when I was only 10 years old, which left my mother the responsibility of raising five children alone. I must admit that the problems of drugs and violence were not the same as they are now, but it was tough to deal with them all the same.

As a youth, my heroes were sports figures—members of the Baltimore Colts and the Baltimore Orioles. The Bullets were not, however, because I couldn't play basketball at that time.

Some people still say I can't play, right, Gary?

Mr. **Clark**. That's true, Mr. Chairman.

Mr. **Jones**. We'll have some one on one after this.

As a youth, I remember saying to my brother, "Maybe one day, that is going to be me." For me, it was a positive dream. And at that time, I believed that the only escape from the ghetto was through sports. We had no other local heroes other than professional athletes because we could relate to them. At times, we would sneak into the games and see them and wait for them afterwards and get autographs from them. So we were actually able to touch people doing something positive with their lives.

It wasn't until age 13 or 14 that I realized that sports was not the complete and easy way out. My grades in school began to suffer and I had to attend summer school to keep up. Finally, I attended a summer camp and I had a counselor there that not only was teaching me, but he was talking to me about my future, education and life. Until I was able to talk to people outside my neighborhood, my perspective on life remained very limited. Through the help of my uncle, I was able to understand the cycles of education and the value of a good day's work. Until this day, these values are still embedded in my mind and soul.

Today, the problems facing our youth are much more severe. Today, innocent bystanders are being shot down and slain like people in a war zone. Today, family values mean nothing. Today, a good, hard, honest day of work means nothing. Today, to have a dream to become a doctor, lawyer, congressman, football player or maybe even president means nothing.

Let's face it. These people are going to come from somewhere, whether it's the heart of DC or the heartland of the midwest. We don't know who they are, but we must prepare them for all the challenges that life provides. The more youth we are able to reach, the higher our success rate will be. We can never—and I emphasize—we can never have too many positive programs in our society today.

I wasn't going to use football, but I must. We all know that Coach Gibbs is a brilliant football coach, but he must meet with his assistants on a daily basis to compare notes and knowledge to beat most of their opponents. I make this point because every day of our lives, we learn something new. We all have different and very valuable experiences that may be helpful in our youth's development. There are many avenues we can take to help our youth, and we must. We must exhaust them all.

Please allow me to use one more football analogy. Every year about this time, 28 teams in the NFL start training for one goal—and that goal is to win the Super Bowl. We don't know for sure which team it will be. Hopefully, it will be the Redskins. But each team prepares hard for that opportunity to win. Not often does a team have a perfect season. But many have a successful season. That is what we must strive for today. We must show over and over again that our youth can be successful through hard work in striving for their dreams and keeping positive people in their lives. Programs such as Gary Clark's "Why Say No" Sports Camps are a perfect opportunity to do just that. Please keep the positive dream alive.

Again, thank you for this opportunity to speak to you this morning.

[The prepared statement of Anthony Jones follows:]

TESTIMONY OF ANTHONY JONES
PRO-IMAGE
BEFORE THE HOUSE OF REPRESENTATIVES
SUBCOMMITTEE ON HUMAN RESOURCES

JULY 18, 1991

Mr. Chairman and Members of the Subcommittee, before I begin, I would like to thank you for the invitation to testify before you today regarding the importance of drug education and prevention for our youth.

As an adult, I can relate to the youth of today and some of their problems. I grew up in a housing project in Baltimore City and every day of young life I faced problems dealing with drugs, violence, teen pregnancy and school dropouts. To further complicate matters, my father passed away when I was only 10 years old, which left my mother with the responsibility of raising five children alone. I must admit that the problems of drugs and violence were not the same as it is now, but it was tough to deal with them all the same.

As a youth, my heroes were sports figures; the Baltimore Colts and the Baltimore Orioles, the Bullets were not, however, because at that time I couldn't play basketball. As a youth I remember saying to my brother, "maybe, one day that is going to be me." For me, it was a positive dream and at that time, I believed that the only escape from the ghetto was through sports. We had no local heroes other than professional athletes, because we could relate to them and sneak into the games and see them.

It wasn't until age 13 or 14, that I realized that sports was not the complete and easy way out. My grades in school began to suffer and I had to attend summer school to keep up. Finally, I attended summer camp and the Counselor I had there began not only teaching, but talking to me about my future, education and life. Until I was able to talk to people outside of my neighborhood, my perspective on life remained very limited. Through the help of my Uncle, I was able to understand the cycle of education and the value of a good day's work. Until this day, those values are still embedded in my mind and soul.

Today, the problems facing our youth are much more severe. Today, innocent bystanders are being shot down and slain like people in a war zone. Today, family values mean nothing. A good, hard, hones day of work, means nothing. To have a dream to be a doctor, lawyer, congressman, football player, or president, means nothing. Let's face it - these people are going to come from somewhere, whether it's the heart of D.C. or the heartland of the midwest. We don't know who they are, but we must prepare them all for the challenges life provides. The more youth that we are able to reach, the higher our success rate will be. We can never have too, many positive programs in our society.

I wasn't going to use football, but I must. We all know that Coach Joe Gibbs is a brilliant football coach, but he must meet with his assistant on a daily basis to compare notes and knowledge to beat most of their opponents. I make this point because every day of our lives we learn something new. We all have different and very valuable experiences that may be useful to our youth's development. There are many avenues we can take to help our youth, and we must exhaust them all. Please allow me one more football analogy. Every year about this time, 28 teams start training for one goal - to win the Super Bowl. We don't know for sure which team it will be (hopefully the Redskins), but each team prepares hard for the opportunity to win all the games. Not often does a team have a perfect season, but many can have a successful season. That is what we all must strive for today. We must show over and over again that our youth can be successful through hard work, in striving for their dreams and by keeping positive people in their lives. Programs such as Gary Clark's **"Why Say No"** Sports Camp are a perfect opportunity to do just that. Keep the positive dreams alive.

Again, thank you for the opportunity to speak to you this morning.

Mr. **Martinez**. Thank you, Mr. Jones.

You know, I never was a big advocate of Just Say No, because I think it takes more than just trying to tell a young person just say no. He is too influenced by his peer group, his neighborhood.

Earlier in the office, you were talking about, and I kind of smiled because I have heard that many times in the neighborhood I grew up in. "You are not going to be anything more than a mechanic. Why strive to educate yourself." From where you begin, you can't expect any more than this was the general attitude.

There were always people around you, even family sometimes that wanted to knock you down and keep you down, because it made them feel comfortable. You know, you're all together, I guess, in misery. Misery enjoys company, they say.

Mr. **Jones**. Exactly.

Mr. **Martinez**. But the truth of the matter is that then the people that succeeded did it in spite of all of that. I don't see why they have to struggle that way. I think we have a lot of people that are successful. People who come from those neighborhoods, now that they are outside those neighborhoods have seen what you saw early on in life—the influence from outside the neighborhood telling you why you should succeed.

I am now an advocate of Why Say No. I think that phrase should have been added from the beginning to Just Say No, because you need to know why to say no. I think your camp and what you are doing is a positive thing and a very influential thing. You will never know what success you will have until much further down the road, as these young people that you are counseling now grow up. And one of them will come back to you someday, and say, "Hey, you changed the direction my life was headed in."

I had in my young life teachers that did that for me. But teachers are not always going to do it for you. As you say in your testimony, there are a lot of ways, a lot of avenues. We've got to exhaust them all.

But I think that the Federal Government has a definite responsibility. I think the citizens don't mind their tax dollars going for programs that result in positive things happening. In fact, I think they would appreciate knowing that those dollars are changing the lifestyles of young people so that they aren't our social problems, and that those social problems that we encounter today make those neighborhoods less desirable to live in. And those people live in fear in those neighborhoods.

We've got to start realizing and, as Gary said and you have said, understanding that these are our children and these are our problems. We have to take the positive hand in correcting them.

One thing I'd like to ask you, Gary, is—it seems like this is a family affair, because it seems almost Mr. Jones has become an extension of your own immediate family and you of his. There is that bond that happens a lot of times between brothers has happened between you. So I say this seems like a family affair.

What prompted you to start this and invest your monies, because it was your own monies that started this?

Mr. **Clark**. Well, Mr. Chairman, basically my father and I were just talking about starting a receiver camp. I wanted to do something on a small scale that wouldn't take too much time. As we were sitting discussing what type of camp we actually wanted to start, we got on the subject of a young girl in Roanoke, Virginia, which is the area in which I grew up, that area around Roanoke Valley. She was 13 years old, and got caught trying to transport drugs through the airport.

That kind of caught me off guard. We went on talking about the camp. The more and more I thought about it, I found it bothering me a lot more. So I got off the thing about only doing a small camp. I wanted to do something that people did for me when I was growing up. That was to be positive. I have been blessed with a God-given talent to be a professional football player. Some say I'm good and some say I'm not, but I have been blessed with that talent.

So I wanted to tie something in with what I could do for the community and for the people around me in my community. The best way I could think of was to tie the two of them together. The draw for the kids to come to the camp is the sports part of the camp. But I figured once I got them there, I could get them in the classroom and get the points stressed out and brought out across to them. They respond well.

I was fortunate to have Mr. Jones as a teacher in one of the classrooms. The kids really responded well to that as well as the sports part of the camp.

Mr. MARTINEZ. You know, it's the tragedies—you know, we don't have to suffer the tragedies ourselves to be affected by them. All we need to do is have the compassion to understand the tragedy and then a desire to want to do something about it. I've got to commend you for having that and wanting to do that.

Realizing, too, that because you are a sports figure—and believe me, if my opinion counts, and I have watched the games, I have really become a Redskins fan since I have been here and since the L.A. Raiders deserted us. And the L.A. Raiders almost did it, too. You're good. Believe me. You're good.

Mr. CLARK. Thank you, sir.

Mr. MARTINEZ. I know you realize that sports figures a lot of times have a lot of influence. You know, Mr. Jones says well, being a sports figure isn't the only way out of the game, and that there needs to be more than just sports. Because beyond sports, you've got to do something, too.

But while you are that successful athlete that you are, and Mr. Jones, too, it might be easy for some of these kids that you are counseling to say, "Well, you're successful because you have extra talent and ability."

Have you ever had that in this camp?

Mr. CLARK. Yes, sir. The first thing I do with opening the first day of my camp, I let them know that a small percentage of any who actually will become a professional athlete. What we try to teach them to strive to be the best with whatever their God-chosen talent is. And everyone has a God-chosen talent whether it is being in the medical field, whether it is being a doctor. I don't care if it is being a janitor owning a janitorial service, which my father did and does still do.

Just excel in that to a point where you can commend yourself—not for anyone else, but for yourself. Take it to the point where you can take it no further. That is what I try to stress.

We use sports as a tool. It is just a way for me—I am not a big football fan to tell the truth. I never have been. I am a big basketball fan. I have never been a big football fan. It was just a way for me to expand, to blow off steam, to divert my energy somewhere else. It kept me out of trouble. It helped me to divert my energies to do something positive. We just try to let the kids know that a very small percentage will ever become a professional football player.

But we do let them know that they will become a professional in something, and that is whatever their God-given talent is.

Mr. MARTINEZ. A positive dream.

Mr. JONES. Can I? During the course of the camp, as Gary mentioned at the beginning, we use the professionalism of football to bring the kids' interest into the camp. Then once we get them there—an example being we got them the first day. They were just so keyed to going outside to participate in the sports. Then we got them into the classrooms.

Once we got them into the classrooms, we were able to teach them, start talking to them, letting them share some of their ideas with us, some of their problems with us. That way, we could—it is difficult to try to teach someone by just coming in there with a set format and try to teach someone something that they don't need to be taught. Their problems may be different from the problems down in Roanoke or in the suburbs of Maryland or Virginia or whatever the case may be. We all have problems. We have different problems.

For us to be able to identify with them and identify those problems, we were to the point the next day when we came in—or actually, the third day when we came into the arena where we always sit and do a little talk to them, breaking for classes and the activities. The kids came to us and they were all asking me: What time is class? What time is class? What time are we going to class?

Very seldom will you get a bunch of kids coming up to you asking you: When are we going to class? I think the reason that they were so excited about class is because they were actually learning something. They were actually enthusiastic about the opportunity to learn something. To learn that, hey, there is more out there besides standing on the corner dealing some drugs or using some drugs or whatever the case may be. I think that was one of the most important things.

You said we can't teach them all to be professional athletes, but we can all talk to them about different ways to be successful. I think that is the most important thing about it.

Mr. MARTINEZ. I agree with you. I think when I was a kid, we weren't exposed to too much or too many opportunities to become a success. What you are doing is exposing all these young people to all those opportunities to become a success. That's important. To make them know that there is a world beyond the little world they live in, and that there is a lot of hope. Because whatever you can imagine in your minds, you can achieve if you, like Gary says, take it to the farthest you possibly can.

Mr. **Jones**. Mr. Chairman, if you would allow me to read a letter that was sent by one of the camp's mother's participant? It is a very short letter.

Mr. **Martinez**. Please.

Mr. **Jones**. The camp was dated June 24th to June 28th. This letter was date July 2nd. So it is 4 or 5 days after the camp.

The letter says: Dear Mr. Clark: This letter comes in regards to thank you for giving my child, Derrick Duarte, the opportunity to be a part of your sports camp. The experience he received for that week will long be remembered in his mind for the rest of his life. It was an opportunity that he will never forget nor will he want to forget. I have never seen him so excited about something so positive that my heart goes out to you. I just want you to know that you gave the inner-city children something to hold on to in such a dilemma state of growing up.

I would like you to deliver this message to A.J.—that's me. I don't recall his name, but he will always have a friend. When things are not going well for him or he thinks they are not, tell him to remember he has a ten-year-old best friend. The class he taught left such an impact on Derrick that I hope and pray that he will always remember A.J.—and she has Just Say No, but Why Say No is the theme.

Derrick really enjoyed the class and the way A.J. conducted the class. Whatever his technique was, it came across the way he wanted it to.

Last but not least, thank your family for helping you set up such as program as the one you did. Family is so important in our lives and we tend to take it for granted. One thing to always remember family is always there for you.

Once again, thank you for the experience that you allowed Derrick to experience. God bless you and your family.

And that is signed his mother.

Mr. **Martinez**. That says it all. I think that you've touched somebody in a positive way.

Sheila, earlier in the office—and I know you didn't want to talk, but you are going to have to talk here—you were talking about something that I think is very important: the difference between self-esteem and self-image. For the record, I would like you to discuss that a little bit, because young people need to develop that self-esteem and confidence because that will last them a lifetime.

I remember one time in a State of the Union message, the President said that young people need to have a full and meaningful education so that they can, as they grow into adulthood, find meaningful employment so they can have pride in themselves and confidence in their future.

A wonderful thing to say, a beautiful thing to say, except that he immediately undercut the funding that it takes to educated the people to that point. So the words become hollow and empty promises for the future.

But you, in your camps, are in a positive way trying to change that. Would you tell us a little bit about that?

Ms. **Clark**. You are right. I didn't want to say anything. Actually, because our camps do only run currently one week, we have our Youth Leadership Program which at the end of that week, we select 20 of the camp participants who show the most potential for leadership, self-confidence, maturity, basic spunk and that they feel they can make a difference and that they have a willingness to change.

One of the things we try to stress the hardest in our Youth Leadership Program and as the peer support network is to deal with their self-image. Self-esteem is very important, and that goes along with it as well. The self-esteem, the confidence building, all of that.

But as Gary and I, my family, A.J. and I have discussed, self-esteem is external. It is outside of the parameters. It can be up or down at any given moment dependent upon the situation. Self-image is internal. It is how you view yourself regardless of what the situation is.

Your self-esteem can be blown at any moment, but you are still all right. You're okay. You're on top. Because the self-image remains in tact. Your self-esteem is going to come back. It is going to go away a hundred times. As long as you live, that's going to happen. But your self-image, going to the mirror and really being able to look in the mirror at who you are, and despite whatever happens, you know, you say to yourself there is no situation so big or so bad that I cannot deal with it in some way. I am me and I am okay. That is self-image.

Self-image is the boost that will bring back the self-esteem and the confidence building, because, you know, you never get too old that you don't need someone to give you a pat on the back.

Trying to build upon their self-image, we have some youth leaders who are 8 years old. We start teaching them how to pat their own selves on the back.

Mr. **Martinez**. This is a very, very positive thing. It took me years to understand that and reading several books and going to several classes like Dale Carnegie. But how do you do it in a week? And how do you make it last? And how can we do more?

Ms. **Clark**. For the week when the kids are there, from the time they sit down for their opening session, we start pumping that into them. I know the class that I instruct, one of the first things I do just to get a feel for where the kids are and what they think about themselves initially, because I am saying I've only got 4 more days with the whole group here. I have them look at me and name ten things about themselves that they like or that they feel is positive.

What I run into every time that first day that they get to three things and the whole time they cannot look at me. So from there, I start. You know, you go through and they are individuals. You have to treat them that way in order for them to understand that being an individual is cool. You know, that it's all right.

So we all talk among ourselves and this person and that. But constantly, we just keep on activities that re-enhance personal worth and things like that. We don't keep them all the whole week. Some of them do, they drop out. And then with our youth leaders, of course, we have them year-long to work with.

Also, we open up a lot of our programs and activities we do throughout the year for other participants who are in the camp. But the first thing you have to do is get a feeling for where they are. You need to find out how much drug information they already know, because if you go just back over what they just received in school, it doesn't do any good.

Another thing is that programs have to be culturally specific as well. Sometimes you have to talk their language in order for them to understand because of some of the bigger words, you know, whatever. So we all have to get a little street education ourselves sometimes just to be able to communicate.

I think basically we just all really care about these kids and about the program and the fact that in another few years, it is going to be these kids, as A.J. said, who are going to be in these positions. I want to make sure that they are the best and the brightest they can be. So we are just trying to do our little part.

Mr. MARTINEZ. Thank you.

Mr. JONES. Can I say something?

Mr. MARTINEZ. Mr. Jones.

Mr. JONES. Concerning as far as that one week of trying to teach the youth something, what you have to understand is, as I said before, the more programs we have, the better off we'll be as far as reaching those kids. We can't promise that 100 percent of those kids that come are going to be successful. But we can have a successful program, whether 75 percent of them, 50 percent or whatever the case may be. That is what we're trying to do.

The thing that I found is that most of the kids that come there, they really are not bad kids. They want to—they really want to learn. I think that is something that we as adults need to understand. Most of the kids who come to these things, they really want to learn. They are really trying to find a way out, but they just don't know how. They just don't know what kind of opportunities are out there for them.

I think it is up to us to make sure that we let them know that there are different opportunities. There are other ways to get out of the ghetto besides trying to rob your way out or smoke your way out or whatever the case may be. I think the more information we can get to these children and the more that we can show that we care, that we really about them, the better off we'll be.

An example being is that: through the course of the camp, I had a lot of kids in the camp. That is what I referred to them as is my kids. They would come to me when we had breaks. They would all be hanging all over me and talking to me. I'll be talking to them about different problems. They'll be coming to me with problems and things of that sort. It is not that I am an authority on everything, but what I do is I try to come away with giving them some positive answers. I think that is something that we all need to be—these kids are out there, and they really want to do well, but they just don't know where to go.

I think sometimes the home, the family values aren't what they are supposed to be. Sometimes we're saying it is wrong to do drugs, but then they go home and their mother or their father, whoever the case may be, is already stoned or trying to get stoned more. Now they have a conflict. We need to be there trying to teach them that it is wrong to do that.

One of the things that I did is I just took a couple of them aside. Unfortunately, I couldn't do it all to them all, but I took a couple of them aside and just gave them ways to get in touch with me.

What I said is I cannot promise you answers. I mean I cannot promise you a solution to your problem; what I can promise you is you'll have someone that will listen, someone that cares and someone that listens. If there is a way for me to get a solution, I will try to get one for you.

I think the thing was that these kids realized that someone out there cares, and that is important to them.

Mr. **MARTINEZ**. A lot of times that is all someone needs is to know that someone cares.

Mr. **JONES**. Yes, that someone cares.

Mr. **MARTINEZ**. Thank you.

Mr. **CLARK**. Mr. Chairman, can I just say one more thing? We have a telephone number that runs 24 hours a day. It is a phone number that is at my sports center in my hometown, but it is also a number that is in my parents' home who are very much a part of my camp, too. Like I say, it's a mom and pop type of organization we have running here. So they can call that number any time and someone will be that usually answers or calls or gets back in touch with one of the people on the staff and eventually get in touch with me also.

So they have a way to stay in contact with Gary Clark, no matter what, 365 days a year.

Mr. **MARTINEZ**. That's very good. Two last things, and then I'll allow you to get on your way because I know you've got to do a few things yourselves.

One, I noticed you had an endorsement list. Would you allow me to add my name to your endorsement list of your camp?

Mr. **CLARK**. Yes, sir, Mr. Chairman.

Mr. **MARTINEZ**. The other thing is: When is your camp next year, Gary?

Mr. **CLARK**. Basically, it should be around the same dates.

Ms. **CLARK**. It should be—the first one should be starting probably around June 17th. The next one following immediately afterwards.

Mr. **MARTINEZ**. So they are one week each?

Ms. **CLARK**. Right.

Mr. **MARTINEZ**. Then just let me ask you: Is there anything else either of you would like to say or any one of the three of you?

Mr. **CLARK**. Just thank you for your time today, Mr. Chairman.

Mr. **MARTINEZ**. Thank you. And thank you, Mr. Jones. Thank you all. Thank you, Sheila.

Our next panel consists of Mr. David Dawley, Founder and Chair of the National Center for Gang Policy of Washington, DC; and Ms. Nexus Nichols, Director of Public Policy, National Network of Runaway and Youth Services of Washington, DC. Mr. David Dawley, we'll begin with you. Your entire testimony will be entered into the record. If you wish to summarize, feel free to proceed any way you like.

STATEMENT OF DAVID DAWLEY, FOUNDER AND CHAIR OF THE NATIONAL CENTER FOR GANG POLICY OF WASHINGTON, DC

Mr. **DAWLEY**. Thank you, Mr. Chairman. I will summarize.

Listening to Gary Clark, I think although Why Say No is not yet funded by the Youth Gang Drug Prevention Program, clearly that's a specific example of the need to reauthorize and increase appropriations for this program.

Mr. Clark and Mr. Jones live Super Bowl lives and in many other cities around the country, I am sure there is leadership that needs to be supported with funds from this program.

I do appreciate the opportunity to support reauthorization and increased appropriations.

Between battles for turf and market share, street gangs have become a clear and present danger in many American communities. Law enforcement and social service agencies are out-gunned and out-numbered, and the basic promise of our democracy to guarantee life and liberty is at risk.

Nevertheless, the sophistication and mobility of gangs may have been exaggerated. There is perhaps insufficient understanding that gangs socialize young people into a way of surviving in underclass communities that is not necessarily directly related to drugs and violence.

From this perspective, gang members have been thrown out, left out and locked out. Visible symbols of the failure of families, schools and social policy to provide educational and economic opportunity.

The Nation Center for Gang Policy is concerned with the behaviors of gangs and gang members and the conditions which give rise to gangs—issues of poverty, housing, employment, education and values. We are working toward a future in which all children will enjoy good health and good housing and will be ready to succeed when they start school. A future in which communities are prosperous and safe.

Unfortunately, for too many,the waking truth of the streets is that the American dream is a recurring nightmare. To reach the vision of a better America, we must mobilize as we did for Desert Storm, with battle plans taken from recommendations of the Children's Defense Fund, the Child Welfare League of America and the National Coalition for an Urban Children's Agenda.

Comprehensive efforts must be shaped, but there must also be programs that are targeted to particular problems and population. As a leading edge effort to develop and direct preventive services, the Youth Gang Drug Prevention Program should receive new authorization and increased appropriations.

Let me make several observations to support reauthorization.

One, this is an issue of economic competitiveness and national security. David Kearns has written that, "An alarming number of young children and teens are disconnected from the mainstream of our society." And that if they remain disconnected, we will not have the skilled motivated workers we need to sustain our economy or the involved active citizens we need to renew our cities.

Lou Gerstner, chairman of RJR Nabisco and a corporate leader in educational reform, strikes a similar them when he says, "There is no such thing as a successful company in an unsuccessful society."

Two, gangs are becoming more complex. All gangs don't look alike. There are differences among racial, ethnic and national groups and from city to city. Gangs are not just Hispanic, but Nicaraguan, Salvadoran, Honduran, Mexican, Puerto Rican and Cuban. Not just Asian, but Chinese, Vietnamese, Filipino, Korean and Indonesian.

The implication of this complexity is that Federal policies must *be responsive to different patterns of gang behavior* in local communities. By allowing local organizations to develop specific solutions for their communities, the Youth Gang Drug Prevention Program avoids the one size fits all mentality of top-down programming, a frequent criticism of Federal projects.

Three, the Youth Gang Drug Prevention Program is a model for developing a Federal response to local programs.

The Family and Youth Services Bureau has effectively carried out the intent of Congress to get funds where they do the most good. They have set broad policy, funded an appropriate mix of direct service and research, contracted to provide technical assistance, and through a national conference, stimulated networks for sharing information and replicating successful programs.

They have empowered local communities by decentralizing program design and management to ensure that programs are responsive to local issues, cultures and politics. Through policy guidelines, they have promoted local coordination and collaboration.

Four, an ounce of prevention is worth a pound of suppression. Locking up gangs and throwing away the key is a tempting attitude, but it's expensive and it doesn't work.

Many police departments now recognize that they don't need more bullets; they need back-up. Back-ups like the Youth Gang Drug Prevention programs that provide opportunity and not just control. Back-up like Headstart and the Mentors Program in Seattle. Back-up with extended families like the House of Umoja or Why Say No. Back-up in public housing through the Boys Club of America.

Five, we are dealing with not only at-risk youth, but at-risk programs. If the Youth Gang Drug Prevention Program is not reauthorized and if additional funding is not provided, the rug will be pulled from promising approaches to gang and drug prevention.

In response to a Congressional initiative, community leaders have come forward. They must continue to be supported.

Six, the Youth Gang Drug Prevention Program is building the foundation for the replication of successful programs. The first national conference was a first step toward formal sharing of information and experience.

This can be leveraged through additional support for two projects: the National Center for Drug Policy; Clearinghouse for Gang Programs and Research, which records strategies, outcomes and models which are analyzed and shared through workshops, seminars and briefings as well as through an on-line data base.

Second, the program that organizes and manages regional networks to consider how lessons from practice should reflected in public policy and which publishes monographs, newsletters and workshop proceedings.

In summary, if there is any hope for restoring law and order in communities that live in fear and for offering constructive alternatives for the young people of this and future generations, public and private agencies at all levels must share information and collaborate in a wide range of strategies.

The Youth Gang Drug Prevention Program is an essential element in this effort. Failure to continue funding would be to walk away from the many cities, programs and leaders that have responded with dedication, fresh ideas and renewed commitments.

I urge this subcommittee to reauthorize the Youth Gang Drug Prevention Program and to support an appropriation of at least $20 million in fiscal year 1992.

Thank you.

[The prepared statement of David Dawley follows:]

Testimony of

David Dawley
Chairman, The National Center for Gang Policy

to the

Education and Labor Subcommittee on Human Services
U.S. House of Representatives

July 18, 1991

I appreciate the opportunity to support reauthorization and increased appropriations for the Youth Gang Drug Prevention Program as an essential component of federal policy toward gangs and drugs.

Between battles for turf and market share, street gangs have become a "clear and present" danger in many American communities. Law enforcement and social service agencies are outgunned and outnumbered, and the basic promise of our democracy to guarantee life and liberty is at risk.

Nevertheless, the sophistication and mobility of gangs may have been exaggerated, and there is perhaps insufficient understanding that gangs socialize young people into a way of surviving in underclass communities that is not necessarily directly related to drugs and violence.

From this perspective, gang members have been thrown out, left out and locked out - visible symbols of the failure of families, schools and social policy to provide educational and economic opportunity.

The National Center for Gang Policy is concerned with the behaviors of gangs and gang members and the conditions which give rise to gangs - issues of poverty, housing, employment, education and values.

Our purpose is to provide leadership in the development of policies, strategies and programs to prevent gang violence and to offer opportunity to gang members and young people at risk of becoming gang members.

We are working toward a future in which all children will enjoy good health and good housing and will be ready to succeed when they start school. A future in which communities are prosperous and safe and where neighbors watch out for each other and each other's children - the future of a country that is morally and economically successful and a society that celebrates differences and provides opportunity as a matter of conscience, not coercion.

This is far from a profile of the present in which we are reminded daily of Third World conditions in many of our cities - conditions in which gangs breed like mosquitos in a swamp. For too many, the waking truth of the streets is that the American Dream is a recurring nightmare, and yet the cost of locking out inner city youth is a lower quality of life for all Americans.

To reach the vision of a better America, we must mobilize as we did for Desert Storm - with battle plans taken from recommendations of The Children's Defense Fund, The Child Welfare League of America and the National Coalition for an Urban Children's Agenda.

Comprehensive efforts must be shaped, but there must also be programs that are targeted to particular problems and populations. As a leading edge effort to develop and direct preventive services, the Youth Gang Drug Prevention Program should receive new authorization and increased appropriations.

Let me make several observations to support reauthorization:

This is an issue of economic competitiveness and national security.

David Kearns, former chairman of Xerox, now Under Secretary of Education wrote in an open letter about mentoring that "An alarming number of young children and teens are disconnected from the mainstream of our society."

"If these young people remain disconnected, we will not have the skilled, motivated workers we need to sustain our economy or the involved, active citizens we need to renew our cities. Worst of all, we will have denied hundreds of thousands of young people the opportunity to lead healthy, fulfilling and productive lives."

Lou Gerstner, chairman of RJR Nabisco and a corporate leader in educational reform, strikes a similar theme when he says, "There is no such thing as a successful company in an unsuccessful society."

Gangs are becoming more complex

All gangs don't look alike - there are differences among racial, ethnic and national groups and from city to city, and there are differences in behavior and activity.

Carl Taylor writes about corporate gangs in Detroit; Ko-lin Chin provides unique insights to the relationship of Chinese gangs to adult criminal organizations and James Diego Vigil reflects history, culture and urban sociology when he describes how gangs in Hispanic communities provide institutionalized indoctrinations to survival on the streets.

Gangs are not just Hispanic but Nicaraguan, Salvadoran, Honduran, Mexican, Puerto Rican and Cuban; not just Asian but Chinese, Vietnamese, Filipino, Korean and Indonesian.

The implication of this complexity is that federal policies must be responsive to different patterns of gang behavior in local communities. By allowing local organizations to develop specific solutions for their communities, The Youth Gang Drug Prevention program avoids the one-size-fits all mentality of top-down programming - a frequent criticism of federal projects.

Gang members are involved with violence at younger ages.

- In May, The Boston Globe reported that several members of a street gang set out to look for a party on Halloween night but instead ended up beating, raping and stabbing a woman 132 times before leaving her in a field to die. The motive, one alleged assailant told the police, was boredom. The assailants were 15 and 16 years old.

- The New York Times wrote about a 12-year-old boy who imitated the swagger of the neighborhood drug dealers and boasted about his prowess with a gun. He is confined in Juvenile Hall and awaits a trial for murder.

- In Los Angeles, Seattle and Oakland, some schools are adapting the "duck and 'cover" nuclear bomb drills of the 1950's to protect children from the more immediate threat of neighborhood shootings."

- At the Charles Lindbergh Middle School in Long Beach, CA, officials spent $160,000 three years ago to build a 10 foot-high, 9-foot-long, 8-inch thick concrete wall to protect children on the playground from gunfire at a neighboring housing project.

The Youth Gang Drug Prevention program is a model for developing a federal response to local problems.

Like the best of modern business management, the Youth Gang Drug Prevention Program has pushed program design and implementation to the local community - to the front lines.

The Family and Youth Services Bureau has effectively carried out the intent of Congress to get funds where they do the most good. They have set broad policy, funded an appropriate mix of direct service and research, contracted to provide technical assistance and through a national conference stimulated networks for sharing information and replicating successful programs.

The have empowered local communities by decentralizing program design and management to ensure that programs are responsive to local issues, cultures and politics, and through policy guidelines, they have promoted local coordination and collaboration.

Programs in Miami, Milwaukee, St. Louis and Boston and dozens of other cities are not designed by academic theorists or beltway experts.

Programs that range from crisis intervention, parent training, mentoring, dropout prevention, block organizing, health care, after-school activities and working with police and housing authority officials must meet local expectations, or they won't last.

An ounce of prevention is worth a pound of suppression.

Locking up gangs and throwing away the key is a tempting attitude, but it's expensive and it doesn't work. An old saw is that if you cut off the head, the body will die, but over the years, when heads have been cut off, the bodies don't die- they mutate.

Many police departments now recognize they don't need more bullets - they need back up. Back up like Youth Gang Drug Prevention Programs that provide opportunity, not just control. Back up that tries to prevent dropping out of school so the streets don't become a landfill of locked out youth. Back up like Headstart, Cities In Schools and the mentors program in Seattle; back up with extended families like the House of Umoja and back up in public housing through the Boys and Girls Clubs of America.

In Chicago, gangs were locked up in the Seventies, but in the Eighties they came back like a virulent strain - tougher than ever. On the other hand, when I was a community organizer with the Vice Lords in the late Sixties, we reduced crime in Chicago's most violent neighborhoods by giving gangs a reason to invest in their own communities, giving respect to positive ambitions, believing like the National Crime Prevention Council that youth are a resource.

Even in Los Angeles, after years of highly-publicized police sweeps, Robert Edmonds, Undersheriff for Los Angeles County has said, "Our expertise is ill-suited to preventing the emergence of new gangs or the increased membership of existing gangs"

The Sheriff's Department believes that community-based social programs should work hand-in-glove with law enforcement to discourage young people from joining gangs. In fact, in Los Angeles neighborhoods targeted by Community Youth Gang Services, there were sharp drops in gang-related and gang-motivated homicides when a variety of services were provided.

With law and order programs, the question is "what can we do with these kids?" With programs like the Youth Gang Drug Prevention Program, the question is "what can we do for these kids?" Department of Justice programs may be necessary but they are not sufficient. The emphasis by Congress on prevention has been effectively communicated through the Family and Youth Services Bureau in the Administration for Child, Youth and Families.

We are dealing not only with at risk youth but at risk programs.

If the Youth Gang Drug Prevention Program is not re-authorized and if additional funding is not provided, the rug will be pulled from promising approaches to gang and drug prevention.

In response to a Congressional initiative, community leaders have come forward. They must continue to be supported.

Some programs will fail, but many may succeed:

- In Portland, Oregon, when the Housing Department, Multnomah County and the Sheriff's office coordinated with 20-30 agencies, they cleaned up the Columbia Villa Tamarack housing project - not just running out local Bloods and Crips but giving them reasons and opportunities not to mess up the neighborhood.

- In New York City, Police Commissioner Lee Brown is continuing the community policing he started in Houston by assigning every new police officer to a beat and requiring desk cops to be in the street at least one day a week. Crime in midtown Manhattan has decreased.

- In Chicago, the police have worked with local housing commissions - sometimes with controversy - but nevertheless in creative new efforts to

The Youth Gang Drug Prevention Program is building the foundation for the replication of successful programs.

The first national conference was a first step toward formal sharing of information and experience. This beginning can be leveraged through additional support for the following.

1. National Clearinghouse for Gang Programs and Research

This should be an active service center - not simply a card catalog, not a traditional library of materials but a clearinghouse which records strategies, outcomes and models which are analyzed and shared through workshops, seminars and briefings as well as through an on-line database.

When Houston, Texas wants to know if police departments can work with social service agencies, a clearinghouse should have information about the Columbia Villa/Tamarack Housing project in Portland, Oregon.

When a housing commissioner in Cleveland wants to know what can be done to help teenagers in public housing, there should be information about the FYSB- supported project in the City of Los Angeles.

When city officials in Des Moines wonder about crisis intervention programs that include former gang members, they should be referred to The City in Minneapolis and Community Youth Gang Services in Los Angeles.

When police departments need to understand the culture of Asian gangs, they should be directed to research by James Diego Vigil, Ko-lin Chin and the police experience of James Badey.

2. The National Center for Gang Policy

The National Center for Gang Policy has been recognized by many researchers, practitioners and policymakers as a meeting place of ideas, a source for information, a switchboard for networking - a one stop national service center that connects law enforcement, social services and schools and that builds linkage between the public and private sectors and between local communities and the federal government.

Congress should fund a policy development project at The National Center for Gang Policy that manages regional networks of practitioners and researchers in a process that considers how lessons from practice should be reflected in public policy.

Federal agencies should practice what they preach

Gangs are not simply a problem of the juvenile justice system; they reflect the failure of social policy to deal with underlying conditions. Now we must manage the results of our failure - controlling behavior while changing the conditions in which young people grow up.

Gang issues are connected to many other issues, and there's a need through policy and programs to build additional linkages between HHS, HUD, the Department of Education and the Department of Justice.

If there is any hope for restoring law and order in communities that live in fear and for offering constructive alternatives to the young people of this and future generations, public and private agencies at all levels must share information and collaborate on a wide range of strategies.

The Youth Gang Drug Prevention Program is an essential element in this effort. Failure to continue funding would be to walk away from the many cities, programs and leaders that have responded with dedication, fresh ideas and renewed commitment.

I urge this subcommittee to reauthorize The Youth Gang Drug Prevention Program and to support an appropriation of at least $20 million in FY 92.

THE NATIONAL CENTER FOR GANG POLICY

THE NATIONAL CENTER FOR GANG POLICY

Policy Analysis, Research, Evaluation and Organizational Strategy

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The purpose of the National Center for Gang Policy is to develop policies, strategies and programs to prevent gang violence and crime; to offer constructive opportunity to gang members and young people at risk of becoming gang members and to promote safe lives and safe streets for families and communities.

Street gangs have become a "clear and present" danger in American communities. Issues of crime and delinquency that have challenged law enforcement and social service agencies throughout the century have escalated into headline priorities.

As gangs in the last few years have become more mobile and more violent, a climate of fear has swept into many communities. With market share replacing turf as the battleground of some large gangs, law enforcement and social service agencies are outgunned and outnumbered. The basic promise of our democracy to guarantee life and liberty is at risk.

And yet, another view is that the relationship between gangs, drugs and violence is not clear - that the mobility and sophistication of gangs has been exaggerated, that gangs socialize young people into a way of surviving in underclass communities that is not necessarily directly related to drugs and violence.

From this perspective, gang members have been thrown out, left out and locked out - visible symbols of the failure of families, schools and social policy to provide educational and economic opportunity.

The National Center for Gang Policy has been formed to

- **provide information about gangs and gang intervention**
- **stimulate critical thought and action**
- **serve front line practitioners**
- **encourage public and private sector cooperation and coordination**
- **advocate policies and programs for both prevention and control**

As a resource to federal officials and local practitioners, the Center will be a meeting place where policymakers, community organizers, academic researchers and law enforcement and social service professionals can examine, discuss, evaluate and plan.

Researchers, policymakers and practitioners will discuss issues in the context of history, events, trends and local conditions in a forum that serves all disciplines and constituencies and in which all perspectives can be voiced and examined.

As the issues surrounding gangs become more acute, the National Center for Gang policy will examine popularly-held beliefs by challenging the view that "all gangs look alike" and encouraging a differentiated analysis of what gangs are, what they do and where they come from.

The agenda of The National Center for Gang Policy will include

Public education about gangs

Seminars, Conferences and Briefings

Publication of reports, papers and findings

Sponsorship of research

Evaluation of policies and programs

Counsel and Technical assistance to government, private foundations and community organizations

Analysis of Organizational Strategy

Maintenance of a database of policies, strategies, programs and statistical information related to gangs

Tracking national and state legislation

Managing a Speakers Bureau

The Center intends to assist in the consolidation and distribution of data, the identification of critical issues, problem areas and policy conflicts and the coordination of public and private resources.

The Center will be concerned with the behaviors of gangs and gang members and the conditions which give rise to gangs - issues of poverty, housing, employment, education and values.

If there is any hope for restoring law and order in communities that live in fear and for offering constructive alternatives to the young people of this and future generations, public and private agencies at all levels must share information and collaborate on a wide range of strategies.

The National Center for Gang Policy is dedicated to having a positive impact on this process.

Officers

The founding officers have backgrounds in law enforcement, social service and research. They have experience that includes organizing with large urban gangs, managing a state prison, administering social service programs, designing and conducting social research and developing strike force teams in the Department of Justice.

They are experienced in working in cross cultural programs and multi-racial communities and developing public/private partnerships between major corporations, government at all levels and a variety of social service organizations.

Board of Advisors

The Board of Advisors provides counsel on policy, management, research and evaluation. The Board is comprised of public officials, academic researchers, policy makers and managers in law enforcement and social service and former street gang members who have demonstrated over time a commitment to solving the social and legal problems presented by gangs.

Fellows

From time to time, the Center invites individuals to serve as Fellows to advise, present papers, conduct seminars and lead projects in research and evaluation. While Fellows may advocate personal views, the Center exists as a meeting place for scholars, practitioners and policy makers of divergent perspectives.

Consultants

The Center maintains a network of experienced practitioners who are available to consult with agencies and communities about all facets of gangs.

Membership

There is no formal membership, but the Center maintains a mailing list of those interested in the studies and work of the Center.

Board of Directors

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James Diego Vigil
Center for Research on Urban Policy and Ethnicity
University of Southern California

Ko-Lin Chin
New York City Criminal Justice Agency

Carl S. Taylor
Grand Valley State University

pro bono

Professional Services

Legal Counsel

Kirkpatrick & Lockhart
Washington, D.C.

Design

Matt Sherring
Gary McKendry
Ogilvy & Mather
New York City

Board of Advisors

Augustus F. Hawkins
U.S. House of Representatives, retired
Los Angeles, CA

Maryann Mahaffey
President
Detroit City Council

David S. Liederman
Executive Director
Child Welfare League of America
Washington, D.C.

John A. Calhoun
Executive Director
National Crime Prevention Council
Washington, D.C.

Albert L. Kramer
Presiding Justice, Quincy District Court
Quincy, Massachusetts

W. Errol Sewell
Director, National Field Services
Boys and Girls Clubs of America
New York City

Virginia G. Hensen
Director of Public Affairs
NIKE, Inc.

Natalie D. Salazar
Executive Director
Community Reclamation Project
Lomita, CA

Chris Baca
Executive Director
Youth Development, Inc.
Albuquerque, New Mexico

Norman Monroe
Multnomah County Commission Staff
Portland, Oregon

Thomas S. Berg
The McKnight Foundation
Minneapolis, Minnesota

Bobby Gore
Safer Foundation
Chicago, Illinois

David Dawley

Chairman

David Dawley is a community organizer, businessman and author. A graduate of Dartmouth College, the University of Michigan and the Harvard Business School, he has worked with the Peace Corps in Honduras, a street gang in Chicago, the Governor of Massachusetts, Dartmouth College and in business as a consultant and the president of a manufacturing company.

His work has been recognized by Esquire Magazine which in 1968 selected him one of "Twenty Seven People Worth Saving," the Governor of Massachusetts who nominated him one of "Greater Boston's Ten Outstanding Young Leaders" and two Presidents who appointed him to the National Advisory Council of the Peace Corps and the White House Conference on Small Business.

As a Peace Corps volunteer in rural Honduras, he organized townspeople to build a health clinic and traveled by mule to support literacy programs and develop credit unions. In special projects, he organized the first interscholatstic track and field competition in Honduras and wrote, "The Barefoot Runners," a manual of organization. With other volunteers, he initiated a regional movement of campesinos that involved road building and other cooperative projects.

In graduate school at Michigan, he was a founder and chairman of Action For Human Rights and the first registered lobbyist for the Michigan Association of Social Work.

During the late Sixties, he was an organizer with the Vice Lords, a street gang of several thousand members on the West Side of Chicago. These efforts became a model of community, economic and political development that lowered the crime rate in Chicago's most violent neighborhoods. Dawley became known as "the only white Vice Lord" and later wrote the autobiography of the gang, A Nation Of Lords, published in 1973 by Doubleday/Anchor Press and selected for the Contemporary Corner Book Club.

While in Chicago, Dawley was a founding organizer of Youth Organizations United (YOU), a national coalition of street youth groups, and The Independent Foundation, (IF), a national coalition of former Peace Corps and Vista volunteers.

From 1970 to 1975, Dawley worked in Massachusetts where he wrote a report on prison reform for the Governor's Committee on Corrections and served as a special assistant to Governor Francis Sargent.

He has served as Director of Corporate Programs for Special Olympics International and Acting Director of Corporate and Foundation Relations for Dartmouth College. While at Dartmouth, he initiated a project which resulted in the largest grant in the history of the college, and he conceived and developed a Peace Corps internship - the first Peace Corps short term service opportunity for college undergraduates, a model that was expanded into a national project sponsored by Campus Compact.

He has consulted to corporations that include American Express, Nike and RJR Nabisco on issues of corporate responsibility, education and cause-related marketing; he has reviewed Youth Gang Drug Prevention Programs for the Administration for Children Youth and Families and he is currently under contract to consult for the Office of Juvenile Justice and Delinquency Prevention.

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George H. Bohlinger, III

Director

George Bohlinger, President of the Community Foundation of Greater Washington, has been a distinguished administrator of correctional and criminal justice programs.

In the early Seventies, he was Superintendent of the Norfolk Correctional Institution, the largest adult male prison in Massachusetts where he dealt successfully with riots, strikes and crimes committed within the institution. Prior to this service, he had been Director of the Institute of Correctional Administration at American University where he was an adjunct professor and directed the Masters degree in correctional administration and from 1967 through 1969, he had been Director of the Thirteenth Naval District Correctional Center which served Washington, Oregon, Montana and Idaho. He was awarded the Navy Achievement Medal for the design and implementation of unique correctional programs, including the first college-sponsored GED program in a military correctional facility.

After serving as Superintendent at Norfolk, Mr. Bohlinger was Director of the Courts, Corrections, Education and Manpower Divisions of the National Institute of Law Enforcement and Criminal Justice in the Department of Justice where he was responsible for supervising program development, implementation and evaluation of all courts, corrections, education and manpower activities. He conceptualized and designed the free Venture Industries Program which employed profit/loss management and operational principles in prison industries - a program that was featured in Business Week, Time and Reader's Digest.

Mr. Bohlinger from 1976 through 1982 worked at the Law Enforcement Assistance Administration (LEAA) where he became Acting Administrator in charge of implementing a phase-out plan for 57 states and territories and 750 public and non-profit grantees as mandated by the President and Congress. In 1983, as Executive Director of the State and Local Law Enforcement Training Program, he designed and implemented a pilot residential training program which was established permanently by President Reagan as the National Center for State and Local Enforcement Training in Glynco, Georgia.

As Deputy Associate Attorney General from 1983 to 1984, he was responsible for the design, implementation and oversight of the President's Organized Crime Drug Enforcement Task Forces. He coordinated the Task-Force related activities of 1600 prosecutorial, investigative and support personnel throughout the United States, representing Federal enforcement agencies that included the FBI, the Drug Enforcement Administration, the U.S. Customs Service and the Internal Revenue Service.

Mr. Bohlinger was then Director of the Pocantico Planning Project and worked closely with David and Laurence Rockefeller, the Rockefeller Brothers Fund and the National Trust for Historic Preservation to design a plan that includes public educational and visitation programs at the family estate and the establishment of a significant new international institution, the Pocantico Institute for Science, Technology and International Affairs.

Roger M. Adelman

Director

Roger Adelman is a Partner of Kirkpatrick & Lockhart in Washington, D.C. From 1969 through 1987, he served as an Assistant United States Attorney in Washington, D.C., specializing in trials and complex litigation.

He is a member of the Council of the Criminal Justice Section of the American Bar Association and chairs the Section's Committee on Trying Criminal Cases. He is also an adjunct professor at the Georgetown University Law Center where he teaches courses in evidence and trial practice. He received his undergraduate degreee from Dartmouth College and his LL.B. from the University of Pennsylvania Law School.

Fellows

James Diego Vigil

Diego Vigil is an Associate Professor of Anthropology and Acting Director of the Center for Research on Urban Policy and Ethnicity at the University of Southern California.

As a researcher with working experience with gangs, Dr. Vigil has written definitive reports on Hispanic and Vietnamese gangs:

Barrio Gangs: Street Life and Identity in Southern California

"Chicano Gangs: One Response to Mexican Urban Adaptation in the Los Angeles Area"

"Chicano Gangs: Group Norms and Individual Factors Related to Adult Criminality"

"Cholos and Gangs: Culture Change and Street Youth in Los Angeles"

"The Vietnamese Youth Gangs in Southern California, with Steve Yun"

"Street Socialization, Locura Behavior, and Violence Among Chicano Gang Members"

Dr. Vigil has been Director of Ethnic Studies at USC, Director of Chicano Studies at the University of Wisconsin, a lecturer at California State University and Whittier College and a public school teacher in elementary, middle and high schools in the Norwalk-La Mirada Unified School District.

He has received a Ford Foundation Postdoctoral Fellowship, a National Endowment of the Humanities Summer Fellowship, a post-doctoral National Research Service Award from NIMH, a Danforth Foundation Fellowship and a Ford Foundation Individual Study Grant.

As a Fellow, Dr. Vigil will be the Center's primary advisor on Hispanic gangs, and he will counsel in general on the shifting interplay of territory, drugs, and culture.

Ko-lin Chin

Ko-lin Chin is a Senior Research Analyst at the New York City Criminal Justice Agency. As the author of Chinese Subculture and Criminality - Non-traditional Crime Groups in America, Mr. Chin is a recognized authority on Asian culture and gangs.

He is a graduate of the National Taiwan University, the University of Houston and the University of Pennsylvania where under the supervision of Marvin E. Wolfgang, he wrote his PhD. dissertation on "Chinese Triad Societies, Tongs, Organized Crime, and Street Gangs in Asia and the United States,"

Dr. Chin is presently researching extortion by Chinese gangs in New York City as well as managing a crack-crime study funded by the National Institute of Justice. He he has co-authored several articles and has presented papers on Chinese gangs to the Academy of Criminal Justice Sciences, the American Society of Criminology and the Association of Young Chinese Social Scientists in North America.

As a fellow, Dr. Chin will be the Center's primary advisor on Asian gangs.

Carl S. Taylor

Carl Taylor is a distinguished teacher and researcher. Formerly Director of Criminal Justice Programs at Jackson Community College and adjunct professor at the school of Criminal Justice at Michigan State University, Mr. Taylor is currently at Grand Valley State University in Michigan.

He is the author of Dangerous Society, a book that describes the history of gangs in Detroit and documents the continuing crisis in a city that officially still denies there is a problem with gangs. He will be an advisor to the Center on African American gangs.

The National Center for Gang Policy
c/o The Community Foundation of Greater Washington
1002 Wisconsin Avenue, NW
Washington, D.C. 20007
Telephone 202-338-8993 Fax 202-337-6754

The National Center for Gang Policy is a nonprofit organization, incorporated in the District of Columbia

Mr. **Martinez**. Thank you, Mr. Dawley.

Ms. Nichols.

STATEMENT OF NEXUS NICHOLS, DIRECTOR OF PUBLIC POLICY, NATIONAL NETWORK OF RUNAWAY AND YOUTH SERVICES, WASHINGTON, DC

Ms. **Nichols**. Chairman Martinez, my name is Nexus Nichols and I am the director of public policy at the National Network of Runaway and Youth Services. Please accept my written testimony as my comments now are going to deviate somewhat.

Mr. **Martinez**. Your written testimony will be in the record in its entirety.

Ms. **Nichols**. Thank you. I am here representing the National Network, as well as over 900 community-based agencies and organizations around the country that serve youth in high risk situations and their families. We want positive alternatives for youth so that all of our young people have the opportunity to first of all be safe; and secondly, to grow up to lead healthy and productive lives.

As Gary said, every year there are an estimated one and a third to one and a half million young people who run away or who are homeless due to family conflicts, violence and abuse.

Runaway and homeless youth represent every segment of society. They are every color, ethnicity and religion. They are rural, urban and suburban. They are straight, gay, lesbian and bisexual. And they were affluent, poor and in-between before they became homeless. Their backgrounds are so diverse, you may ask: What do they have in common? Well, the street is a great leveler.

Imagine for a moment that you don't have your bank card right now; that you don't have checks; you don't have your credit cards. Maybe you have a couple of dollars in your pocket, but that's all. You don't have a warm place to sleep, regular meals to eat, a change of clothes, health insurance, transportation, a bathroom, a place to bathe. Perhaps worst of all, you don't have one person in your life you can trust, that you can depend on at a time when you really need someone you can count on.

This is a really hard lot for anyone, but think a minute about your daily life when you were 14. How much did you know about living then? What were your decision-making skills like? What would you have supported or how would you have supported yourself if you were on your own at that age?

What if you were depressed or had just been beaten up by an alcoholic mom or dad? Or had been sexually molested by your stepdad?

What if you had learning disabilities? Couldn't read very well? Had to face additional barriers because of your color? Because you don't know English very well?

What if you couldn't call home?

And what if you heard an adult talking, a stranger really, who told you that you shouldn't use drugs or alcohol even though your uncles and aunts and others did when you were at home?

And you want so badly to turn off your thoughts right now and stop feeling for just a moment? And all the people you're meeting drink and smoke pot? What would you do? Who would you listen to?

Kids in this situation feel pretty desperate and hopeless, and we, as adults who want to help them, do, too.

But I am here to say it is not hopeless at all. Those of us who have worked with these young people know that many of them are incredibly resilient, energetic and creative. You have to be to survive on your own at 14 or 16 or 18.

We have seen kids literally transform their lives, but they need adults to help them reconnect with services, get them off the streets, help them access the information and skills they need to change their behavior. And most importantly and as people said earlier, they need—kids need adults who encourage them to dream, give them hope, a belief that they have a future worth changing for.

With that in mind, I'd like to highlight four of our recommendations.

Number one, behavior change is a process and not an event. I didn't quit smoking cigarettes the first dozen or times or so I heard the Surgeon General speak. It took a while. The same holds true for our kids. Successful prevention strategies just can't rely on information alone. They certainly need to include information, but also ways to help young people integrate the information they are hearing so they can recognize their vulnerability and change their attitudes and behavior.

Most importantly perhaps, youth need skills; decision-making and refusal skills, for example, and the chance to practice these skills.

Finally, the influence of parental practices, the media and peer culture, as well as barriers to change, such as the terrible effects of physical and sexual abuse and other family dysfunction need to be factored into any prevention strategies.

Second, a drug prevention program is going to have less chance of succeeding, for example, if youth is forced to live on the streets where alcohol and marijuana are not even considered drugs. If we don't want kids to use alcohol and drugs, we need to make sure that we have adults going to where they congregate to help pull them back into services and into community life. We need to make sure they have safe places to live. We need to help them reunite with their families whenever possible.

And if they are homeless, they need help in finishing the business of growing up. When they are on their own or living with their families again, youth workers and counselors need to keep in touch to help maintain the changes the youth have made.

In other words, prevention programs need to be offered within the context of a continuum of care for youth in high-risk situations. In addition, the current runaway and homeless youth basic centers programs, as well as the transitional living program, need to be strengthened and expanded. We need to look at adding street outreach and other components.

Third, categorical programs such as the ones under consideration today really must demonstrate strong coordination and collaboration components so that youth and need can draw on a comprehensive array of services. It is time we look at the whole child, and you said that earlier when you talked about the need for a national policy.

Youth need safe places to live. They need consistent adult encouragement and support in education, vocational training, job experiences, counseling if they are troubled or have been abused, and access to healthcare.

That is why we believe it is critical for both youth gang and runway and youth grantees of the drug education and prevention programs to demonstrate they are working closely, really closely, with other youth serving agencies and other relevant service providers and their communities.

Lastly, young people are the experts on what it is like to be young and growing up in the 90s. Consequently, any strategy must include young people working in partnerships with adults. Peer education and counseling programs are powerful, very powerful prevention strategies.

However, young people also need to be on the board of directors of community-based agencies. They need to be active members of any planning committee or review board of prevention programs. They also need to be consultants for units within the administration of children and families. We adults desperately need their help if we are to draft and then implement creative and effective solutions.

The National Network supports the speedy reauthorization of the Drug Education and Prevention Program for Runaway and Homeless Youth, as well as Drug Education and Prevention Relating to Youth Gangs.

Thank you, Mr. Chairman, for your leadership in these matters. And thank you for the opportunity to testify today. During recess, please visit runaway and homeless youth centers. Talk to the youth. Let them tell you their stories.

We at the National Network look forward to working with the Education and Labor Subcommittee on Human Resources as we move toward this reauthorization, as well as the reauthorization of the Juvenile Justice and Delinquency Prevention Act next year.

Thank you.

[The prepared statement of Nexus Nichols follows:]

The National Network
of Runaway and Youth Services, Inc.
1400 I Street, N.W., Suite 330, Washington, D.C. 20005 (202) 682-4114

TESTIMONY
OF THE
NATIONAL NETWORK OF
RUNAWAY AND YOUTH SERVICES

BEFORE THE

SUBCOMMITTEE ON
HUMAN RESOURCES
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

HEARING ON
THE REAUTHORIZATION OF THE DRUG EDUCATION AND PREVENTION PROGRAM
FOR RUNAWAY AND HOMELESS YOUTH AND
THE YOUTH GANG DRUG PREVENTION PROGRAM
JULY 18, 1991

PRESENTED BY

NEXUS NICHOLS, DIRECTOR OF PUBLIC POLICY
THE NATIONAL NETWORK OF RUNAWAY AND YOUTH SERVICES

Chairman Martinez and members of the Subcommittee, my name is Nexus Nichols. I am the Director of Public Policy at the National Network of Runaway and Youth Services. Thank you for holding this hearing today, and thank you for this opportunity to speak before this esteemed Subcommittee whose work is so critical to the health and welfare of millions of children and youth.

Every year there are an estimated 1.3 - 1.5 million young people who runaway or who are homeless. Fortunately, many youth who runaway seek and find help at a friend's or relative's. However without assistance, many of these young people are forced to live on their own -- too often on the streets, eating out of dumpsters, hanging out at party houses or abandoned buildings and tunnels with older youth and exploitive adults -- living without the supervision, nurturance, and support we expect for our young people.

The National Network of Runaway and Youth Services represents over 900 youth-serving agencies and organizations from across the country, as we tell the stories of these young people and their families. Through advocacy and public education, training and technical assistance to community-based agencies, national meetings and conferences, and the development and dissemination of information, educational materials, and model programs, the National Network challenges both the field of youth services and the nation to provide positive alternatives for youth in high-risk situations. We want all of our young people to have the opportunity to be safe and to grow up to lead healthy and productive lives.

Characteristics of Runaway and Homeless Youth

The difficulty of estimating the number of runaway and homeless youth in this country is a result of several circumstances: many families fail to report their child's absences; minors report they are eighteen or older to obtain services; fearing lock up, youth avoid contact with any service program or law enforcement agency while they are on the run or when they become homeless; and/or young people may not be in a fixed place at one time. A lack of comprehensive research on runaway and homeless youth and inconsistencies in data collection, such as in the use of age categories and definitions of runaway and homeless youth, also limits our ability to describe these young people statistically.

Efforts to count and characterize homeless youth in particular are limited by the fact that these young people are profoundly isolated from community life -- they do not have stable living arrangements, for the most part they avoid identification with the adult homeless population, they are often mistrustful of adults and helpers, and they lack access to health, education, mental health, and other social services.

Data collected between 1985 and 1988 from the federally-funded runaway and homeless youth centers (GAO, 1990) that serve runaway and homeless youth indicate the following:

- Generally, runaways tend to be younger than homeless youth. Of homeless youth receiving services from runaway and homeless youth centers, most were 17 years old; runaways were most often 15 years old. However, at least 90% of youth in both groups were between 12 and 17.
- About 21% of the youth served at these centers conformed to the Department of Health and Human Services definition of homeless -- youth under 18, needing services, and without a place of shelter providing supervision and care.
- When compared to runaway youth, homeless youth tend to be older, more likely to be male (55%), less likely to be attending school, and more likely to have been away from home for a longer period. Most runaways are female (65%).
- Most runaway and homeless youth are white. However, African American youth are disproportionately represented. Little information is available regarding other youth of color.
- Characteristically, runaway youth stay within 10 miles of their family's home. In addition, runaway youth tend to be away from home for shorter periods of time than homeless youth before receiving services at runaway and homeless youth centers.
- Runaway and homeless young people represent every segment of American society: they are every color, ethnicity, and religion; they are rural, urban, and suburban; they are straight, gay, lesbian, and bisexual; and they were affluent, poor, and in-between before they became homeless.

The Causes of Runaway Episodes and Youth Homelessness

Estimates and definitions of these youth may differ, but runaway and homeless youth centers know these young people: they know who they are and where they come from. Youth workers know that these young people are not living on their own to realize dreams of personal autonomy and adventure; they're often leaving desperate situations. Unfortunately, life on the street becomes the most viable option for youth who can not return to their families or who can not receive services through service systems already in place.

The reasons for runaway episodes and youth homelessness are varied. Many of these young people flee their homes to escape parental neglect, sexual and/or physical abuse, or other chaotic situations (e.g., family violence, parental alcoholism or substance abuse) which they can not tolerate. Other youth are forced from their homes by parents who can not cope with their own marital, economic, or emotional problems and find caring for a teenager beyond their capabilities.

Some youth become involved with drugs and alcohol. They engage in substance abuse and/or other behaviors that their parents, and the youth themselves, can not manage. Youth who become seriously out of control frequently experience depression and suicidal tendencies. They hope they can have another chance by radically and completely changing their environment.

Some youth are refugees or undocumented immigrants who are living in the United States to earn money to send to their families. Typically, they come from Central America, Mexico, the West Indies, and recently, from Eastern Europe. They often experience language barriers, culture shock, and an omnipresent fear of immigration authorities in addition to the problems experienced by other homeless youth.

Other youth are separated from their families when the family becomes homeless and can no longer care for the children or when the family seeks refuge in a shelter and the adolescent child is denied admission -- e.g., shelters for battered women usually do not admit older children. In addition, as the AIDS epidemic spreads, young people are becoming homeless as their parents and other caretakers become ill and die.

Many homeless young people were removed from their homes years before due to abuse, sexual exploitation, neglect, or abandonment by their caretakers. After a series of foster homes and other placements, too often they either age-out of the child welfare system with no living skills, run away from placement and are not found, or prove to be such a "difficult case" that they are given early emancipation.

A 1985 study in Massachusetts of youth-emergency shelters indicated that the young people served had averaged 6 different out-of-home placements in the year prior to their shelter stay. Further, children removed form their homes due to abuse or neglect before their 13th birthdays averaged 11 moves per year. In the year preceding the study, only 5% of the young people surveyed remained in a stable placement, and 65% had sought emergency shelter up to 5 times (The Greater Boston Adolescent Emergency Network, 1985). After years of shuffling between foster homes, emergency shelters, psychiatric hospitals that take medicaid-funded youth for 30 day-assessments, and juvenile justice or mental health facilities, many youth "finally conclude that the streets meet their needs better than the child services systems...(Athey, 1989)."

Consequences of Runaway Episodes and Youth Homelessness

While youth who become homeless may have had little in common with each other when they were living at home or were in a more stable court-mandated placement, living without adult support and guidance is a great equalizer. Runaway and homeless youth often lack access to things many adults take for granted: bathrooms, places to bathe, warm places to sleep, regular and balanced meals, transportation, and people in their lives whom they can trust.

These young people have few skills or life experiences with which to earn a living. They are extremely vulnerable and are easily exploited. Many must rely on "survival sex" just to ensure a place to stay each night or for food, rides, and clothes. They appear invisible to many, because they are disconnected from community life. They lack access to schools, health care, families, counseling services, and other community support systems. Many of them are in need of mental health care due to substance abuse or depression.

Their behavior and life circumstances put them at risk for a number of debilitating problems:

- HIV infection/AIDS. Some programs for runaway and homeless youth in high-incidence areas report that 7% (and more) of their clients who have been tested for HIV, the virus that causes AIDS, are infected. Youth, infected or not, often lack HIV prevention information, the negotiation skills necessary to practice safer behavior, and access to condoms or bleach to disinfect needles. Also, the adults who sexually assault and exploit youth are rarely interested in risk reduction and pay youth more if they forego condom use. Too often, because of their profound isolation, runaway and homeless youth lack the will to save their lives through less risky behavior.

- Emotional Problems. Youth receiving services at runaway and homeless youth centers report being depressed more than any other personal problem; sixty-three percent of runaways and 61% of homeless youth reported depression (GAO, 1990). While 10% of both runaway and homeless youth in the federal study cited above were seen as possibly suicidal, other studies indicate that suicidal ideation and attempts run as high as 60% among homeless youth. Reported rates of clinical depression among homeless youth range from 29 to 84% (Shaffer and Caton, 1984; Yates et al., 1988).

- Early Pregnancy. Sixty-five percent of runaway youth reported they engaged in oral, anal, or vaginal intercourse within the preceding three months in a 1988 study of 126 runaways in New York City (Rotheram-Borus &

Koopman, 1991). In a study that focused on health services to homeless people in 19 cities, homeless girls aged 16-19 had the highest pregnancy rate of any other age group. Thirty-one percent of the 16-19 year olds receiving health services were pregnant, as compared to 9% of the control group used (Wright, 1989).

- Health Problems. Homeless youth are nearly twice as likely to suffer from chronic physical ailments as their non-homeless counterparts (Wright, 1989). Most of these health problems can be easily treated and many can be prevented; however, youth lack access to services.
- Drug and alcohol abuse and dependency, a critical consequence, will be discussed below.

Preventing or treating these problems is very difficult given the lack of stability in these young people's lives. Just securing shelter on a day-to-day basis and remaining relatively safe from assault is consuming.

Barriers to Service

Youth who reach out for help unfortunately may face numerous barriers to service. For example, too few residential services are targeted for these youth. Often runaway programs are full and must turn away runaway and homeless teens seeking residence in order to stay in compliance with state licensing requirements. Program expansion is difficult given that federally-funded youth shelters receive annual grants ranging from $22,000 - $150,000. Some programs in rural areas receive as little as $15,000, although they are still required to provide the basic hotline, outreach, and shelter services.

Runaway and homeless youth centers are designed for a short-term stay of two weeks or less. The focus is on crisis resolution, stabilization, and reuniting families. These centers act as the point of access for runaway and homeless youth into the service delivery system, and programs consistently broker for additional services (e.g., getting the child welfare agency to take custody when the youth has been abused or neglected.) For the most part programs successfully execute these activities, and many youth are reunited with their families or move to safer living arrangements.

However, increasing numbers of youth who can not return to their families, who can not get into a treatment program, or who are not appropriate for foster care still need a safe and nurturing environment after the initial two-week stay. At that point, non-crisis, on-going shelter and other support services are needed. Currently, youth who need longer periods of assistance may be forced back on the streets if their community does not have transitional living services. Most communities do not have these services, leaving youth with few safe options.

Shelters for the adult population often refuse to serve youth younger than 18 years, and shelter life presents many dangers for teens -- e.g., sexual and physical assaults. No system of service is mandated for these almost totally disenfranchised youth. They are excluded from existing service systems and are often outside of research, planning, and funding efforts of states and others.

There are other barriers faced by youth who can not live with their families. The promise of self-sufficiency for those homeless young people who are lucky or old enough to have the education, skills, and maturity to secure and keep jobs is threatened by low wages that make meeting basic expenses difficult. The lack of affordable housing negatively affects young people as well as single adults and families.

Runaway and homeless youth characteristically lack money, insurance, or medicaid-coverage with which to buy needed services. They are often excluded from appropriate services (e.g., public welfare, educational, health, mental health, job training) because of administrative policies and procedures that make service provision contingent upon parental notification and/or consent, presentation of positive identification, or proof of permanent address. In addition, an over-burdened child-welfare system and often unresponsive mental health system too often are at the root of a young person's homelessness.

Alcohol and Other Drug Use Among Runaway and Homeless Youth

Reported alcohol and other drug use among this population varies. Data from the federally-funded runaway and homeless youth centers indicated 22% of homeless youth and 20% of runaway youth reported abusing alcohol or other drugs. Data from a national survey conducted by the National Network (1991) found that among runaway, homeless, and other youth in high-risk situations served by community-based agencies, 46% had a substance abuse problem and 14% were addicted to alcohol or other drugs.

Much of the research on drug and alcohol use and addiction with disenfranchised youth has focused on urban areas. These studies document much higher levels of substance abuse:

- A study in New York City found that 70% of the runaways self-reported drug use (Shaffer & Caton, 1984).
- A study in Los Angeles found that of the homeless and runaway youth served at a free clinic, 85% used drugs, 57% were addicted to alcohol or another drug, and 35% used IV drugs (Yates et al., 1988).

- A study of street youth in San Francisco and New York City found that 100% of the youth used at least two drugs (including alcohol) with the average of approximately four different types of drugs (Hersch, 1989).

Runaway and homeless youth often have families in which alcohol and other drug use is prevalent. Data from federally-funded runaway and homeless youth centers indicate that 18% of homeless and 16% of runaway youth reported parental alcoholism or other substance abuse. In a study of 93 homeless adolescents in Hollywood, California, 49% felt that one or both of their biological parents had an alcohol problem, and 25% felt that another cohabitant, usually a step-parent, had problems with alcohol (Robertson, Koegel, & Ferguson, 1989). In a study of 27 street youth in New York City and San Francisco, 85% reported parental substance abuse problems, and for the other 15%, the information was not available (Hersch, 1989).

Preventing Alcohol and Other Drug Use Among Runaway and Homeless Youth

The prevention of alcohol and other drug use among runaway and homeless youth needs to be offered within the context of a continuum of care for youth in high-risk situations. A drug prevention program will have less chance of succeeding, for example, if a youth is forced to live on the streets where alcohol and marijuana are often not even considered drugs. Additionally, young people and the services they need should be viewed holistically: we want them to develop healthy behavior, but we also know they need safe places to live, adult encouragement and support, an education, vocational training and experiences, counseling if they are troubled or have been abused, and access to health care.

Many drug educators would agree that prevention programs need to be coordinated throughout the community so that a consistent prevention message is presented in the media, schools, churches, parent groups, and youth-serving agencies. In addition to coordinating prevention efforts, categorical programs such as the ones under consideration today must also demonstrate strong coordination and collaboration components that ensure youth in need can draw on a comprehensive array of services. A youth's life needs to be stable enough that he or she is motivated to integrate prevention information, and he or she must have the capability to make healthy choices.

Behavior change is a process and not an event. Alcohol and other drug use is related to a complex, inter-relationship of family, social, psychological, and environmental factors. Given that there is no one single cause of alcohol and other drug abuse, there is also not one single effective prevention strategy: the perfect brochure that will immediately change its reader's life does not exist, and a talk given by a youth worker/educator or fliers by

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themselves are ineffective in preventing substance abuse among young people.

Successful prevention strategies certainly need to include information and ways to help young people integrate prevention information so they may recognize their vulnerability and feel motivated to change their attitudes and behavior if necessary. However, information without skills (e.g., decision-making, refusal skills) and the chance to practice these skills is insufficient if we want young people to avoid destructive behaviors.

The influence of environment and norms reflected in the media, adult and parent behavior, and peer culture are critical. In the last months, a young man, who ran away for the first time when he was 10 and is now in placement at 16 as a juvenile delinquent, has been in contact with the National Network. He reported that his mother and father, who abused both alcohol and drugs, laughed at first when he once came home from a drug prevention talk at his elementary school and asked them to stop using drugs. Then, they beat him. Given the reality of parental substance abuse and the role that peers play, counseling that includes parents and peer support groups help to set new standards of behavior.

Present and past personal experiences that may act as barriers to prevention efforts also must be addressed. If it is true that one out of every eight Americans is a child of an alcoholic and one out of every 3-6 children is sexually abused, then prevention programs need to be designed that assume low self esteem and other problems. Planners need to know the effects of parental substance abuse and the effects of childhood physical and sexual abuse and design their strategies accordingly.

Finally, young people are the experts on what it is like to be young, homeless, and growing up in the 90's. Consequently, any strategy should include young people working in partnerships with adults. Peer education and counseling programs are powerful prevention strategies. However, young people also need to be on the board of directors of community-based agencies, active members of any planning or review board of prevention programs, co-chairs of local task forces and youth development bureaus, and grant reviewers for units within the Administration of Children and Families. We adults desperately need their help in drafting and implementing creative and effective programs for youth.

The National Network looks forward to working with the Education and Labor Subcommittee on Human Resources during the reauthorization of the drug education and prevention programs this year and the reauthorization of the Juvenile Justice and Delinquency Prevention Act next year.

Mr. **Martinez**. Thank you. Your testimony kind of touched me personally because—not that I have experienced the great tragedy that a lot of the runaways are suffering today, but I did, when I was 12 years old, run away from home. I was gone for about 6 months until my brother found me. But I'll tell you: it was like in a coma. Not really aware of what was going on because of a constant fear, a fear for everything and wondering, and just trying to survive. So I do have some sense of what some of these young people go through.

But you have to understand, too, that a lot of times it is the environment in your home that causes you to do that. You come to a point where you don't think that anybody there loves you or cares what happens to you. And that you are a burden or some kind of a thing that is not desired to even have around. So these people are driven out, really.

I remember talking to a young man in Job Corps in Los Angeles. I asked him if he was a drop-out because Job Corps takes so many drop-outs. It was what I thought at the time a rhetorical question. It was in a way. But he answered it in a way that really made me think.

He said, "No. I'm not a drop-out; I'm a force-out." It made me think about some of the runaways. He elaborated on that. He said, "My environment forced me out." He said his home life and the attitudes of the people there, his mother and his step-father, the abuse he took there from them and his reluctance to take that abuse any further.

Yet, with the help—just a little help—and direction from someone who directed him to Job Corps, the young man was such a different person than he must have been when he came in to the Job Corps. He was positive. He had a definite plan in mind and a definite goal. He was graduated from Job Corps when I met him. He said in a very positive way that he knew what he was going to do with the rest of his life and that opportunity in the Marine Corps that he already signed a contract with to go to helicopter school and to learn to be either a helicopter pilot or mechanic. That that is what he would come out of the Corps and do in civilian life. That is what he really wanted. He had interest in flying from when he was a very young child.

So it has changed his life. But how many are fortunate enough to receive that kind of an opportunity or fall into a situation where somebody will direct them in the right direction. Some of these young people, even the programs we have out there never reach or find. I wonder what happens to them all.

Is there research that you have done that indicates what happens to these kids as they grow from that runaway child into that adult?

Ms. **Nichols**. We have information, and not nearly as much as we'd like, on those kids who receive services. We don't know very much about the kids who drop through the crack of those services. Unfortunately, there are many communities across the United States who simply don't have the money to respond to the needs of runaway and homeless youth in their area.

Right now, there are 340 federally funded runaway and homeless youth centers. They see or they are able to actually shelter and provide crisis center intervention services to several dozen or several thousands of runaways each year. In some counts, it's about 50,000; in some counts, it's about 60,000. Probably people from the administration could handle the answer as far as numbers a little bit better.

But what we have heard as we have travelled around the country is that in a lot of areas, young people are turned away from shelters; and that for every youth who is served and a bed is available, one has to be turned away. This year, in the House Appropriations Report, the administration is being requested to do cost comparisons between the youth who are served and those youth who don't receive services.

Mr. **Martinez**. The ones that don't receive services cost us more because they are part of that social problem that other agencies like law enforcement and Justice Department are forced to deal with that.

Ms. **Nichols**. Recently, I was in Boston, and I went to an adult homeless shelter where about 300 men were housed. One of the saddest things that happened to me when I was there was to see young men who were 21, 22 years old who were just sitting all day in the homeless shelter. They had never held jobs; they hadn't finished high school. As you know, they didn't leave their homes because of dreams of personal adventure or personal autonomy. They were fleeing really desperate situations. They didn't receive the help that they needed to stay connected to community life. Now, they are languishing in homeless centers where the violence is rampant, where they are exploited by older adults and where they don't have the motivation.

Actually, why would they have the motivation? There is no hope in their lives. They certainly don't have the role models to begin to make some of the changes as the young man you knew in Job Corps did.

Mr. **Martinez**. That's right. You know, it's amazing, though, there are a lot of people out in our great country and here in Congress that still think about runaways in that Huck Finn mentality. You know, it was a big adventure for these young kids to go out and see what life was really like without supervision and get into this and that and the other. That is not the truth at all. Most of these are like that young man. Forced out. Society thinks that they could look the other way sometimes, and somehow, it will all take care of itself. Somehow, with the grace of God maybe, these people will find their way and good things will happen to them.

But you talk about the money and the shortage of money and the ones that you have to turn away.

I like Mr. Dawley's point on the increase from $15 to $20 million. But really, if you think about, even at $15 million, you are only talking about $300,000 per State—$300,000 per State. That is if you only count 50 States, because we have four other territories that we have to divide that money with—Guam, Samoa, the Virgin Islands and Puerto Rico. So that money becomes even less.

Answer a question for me. Do you really think that is enough money to take care of the kinds of problems that exist out there?

Mr. **Dawley**. Of course not. Not even pennies. We sent our troops in Desert Storm over to fight and gave them all the equipment that they needed, but we don't provide the resources that are needed to send our troops into the third world of our own—inner cities. I am struck listening to your conversation about runaways. For most gang members who haven't left the communities that they live in, we are the runaways. We have run away from them.

Mr. MARTINEZ. You mentioned in your testimony about locking out inner city youth and how to fix the quality of life for all Americans. Could you explain a little better, expand a little more on that?

Mr. DAWLEY. Well, once you label a gang person, that is an indelible tattoo that is hard to remove psychologically. But beyond that, certainly an overwhelming percentage of gang members are drop-outs from schools.

Mr. MARTINEZ. Force-outs.

Mr. DAWLEY. Force-outs, drop-outs, left-outs. They ain't there no more. They are more likely to be unemployed and unemployable. That causes them to look to survive in ways the law doesn't condone.

Increasingly, if we are going to compete as a country in a global marketplace, as the report, America 2000 has shown, we not only need high school graduates, we need young people with education beyond high school. Now, if entry level jobs are requiring high school graduates, and we have 50-plus percent drop-out rates in many cities, what happens to those people? They stay in the streets. They don't have a chance to get out of the streets. They never will. They will come back out of the shadows to haunt us. So we have to find ways. Many of those ways are beginning very early to prevent.

Mr. MARTINEZ. So in the first place, society forced them out. And in the second place, they got locked out.

Mr. DAWLEY. You know, how do we reach them and where do they live? They are out of their homes, as you were. They are into the streets because of broken families, poor housing. They are out of the schools, so they are in the streets. What do they do?

It's programs like this city and an out-reach program that they've got; and workers like Farley Cotton who is going to testify here today, who get close to them and try to provide some pathways out of that. But we are not giving them anywhere near the support that we need to from the perspective of public policy and public resource.

It is just another indication of the need for your leadership, Mr. Chairman, in turning around some of the decisions that come out of the appropriations process. I'd certainly like to help you with that this year and in future years.

Mr. MARTINEZ. Well, I was fortunate that I had a brother that cared and was adult and looked for me until he found me and brought me home to live with him. And he cared from that point on what happened to me.

But a lot of these people don't have somebody like that.

Mr. DAWLEY. No, but that is created through programs like this. Whether it is the House of Umoja in Philadelphia or again a mentoring program where the Seattle schools had a gang summit. They came back and realized that many gang members were embarrassed because they didn't have parents to talk to teachers as others did. So they created a thousand mentors to get people into a close one to one loving relationship, a supportive relationship similar to what Gary Clark describes. That can occur through mentoring, through peer programs, through alternative choices like Boys and Girls Clubs which are opening more programs in public housing, for example.

Mr. MARTINEZ. There is a move now by the Boys and Girls Club of America to go into housing projects, particularly because there are a lot of opportunities for them to provide these opportunities for these young people in those areas. I think that there is something that the Federal Government has to do to help those Boys Clubs and fund those projects with some kind of seed money.

You know, nobody expects the Federal Government to do it all, but I think they do have a responsibility. If you look at the constitution, it says promote the general welfare—not only provide for the common defense. Then you understand that we've got the responsibility there.

I laughed earlier when you were talking about the Gulf War, because at least the one thing about the Gulf War is that is one where we finally won if you look at it in strictly military terms because I don't think we really won. I think there are a lot of other repercussions from that that are going to come back and haunt us down the road as far as national relations and as far as the people themselves there in Kuwait and there in Iraq.

But it is still is some slight gratification that we finally won a war that we declared because we declared the war on drugs. We haven't won that. We declared the war on poverty. We haven't won that. We are not really doing very well at it. If you look at it, we are losing those wars. But I guess to some people, a war abroad is more important than the war at home.

I think the domestic and social programs that keep us from having social problems here are more important wars to be fought and won than those abroad even. But this is what we have to keep doing. Our frustrations are probably the same.

How do we make Congress understand? Hey, another $5 million is just a small pittance and still going to do a small—how do we get them to realize that that is more important than one more MX missile or one more B-2 bomber?

Mr. DAWLEY. How do we get more of your colleagues to these hearings?

Mr. MARTINEZ. Yes, and that is the other thing that is frustrating. You don't get too many colleagues to these hearings or even reading the public records that are made from these hearings. You have to make those arguments on the floor and in other places in committees when you appear before the Appropriations Committee.

Sometimes, I—even as a member of Congress—get frustrated appearing at those hearings before the Appropriations Committee when you tell them how desperately you need and provide them with the evidence. And you look up there, and they seem to be looking at something and reading something, but I know it is not the testimony. They are not listening, because you go out of the room and then they do pretty much as the programs do before you even gave the testimony. Somewhere in that group, they have decided the priorities of how the monies should be spent. They certainly are not what I consider in the best interest of the majority of Americans.

Mr. **Dawley**. I think certainly we have to build a larger collective voice among the people who are working on these problems in the various cities and the National Conference.

Mr. **Martinez**. I think if we could register every homeless youth and every youth who is in a gang to vote and got them to be a voting block, maybe we might change their minds.

Mr. **Dawley**. Well, that would be interesting. Minneapolis had an experience with that in recent elections where several gang members tried to be helpful and got pulled into the political process by distributing leaflets and that became a campaign issue.

Mr. **Martinez**. Very good.

Mr. **Dawley**. But they had to retreat from that. You know, here they participated in the process, but they were accused of using gang members to promote a campaign. But I do agree with you not to give up. We have to create pathways for people to come out. That is one of the challenges of our society; that we are backing things into a corner and basic diplomacy that John Kennedy learned and the missile crisis and that many have learned.

You need to provide a way out for people for a challenge of these programs to create these pathways, so that there is some hope. If hope is provided, many will respond. That has been demonstrated in programs from as early as the late 1960s and probably earlier.

Mr. **Martinez**. One of the other things, and this will be the last question is—because health care is such an important thing for everyone and all Americans. There are so many Americans that don't have access to healthcare. Certainly, I don't believe the runaways and the gang members have access to healthcare. How do we access healthcare for them?

Mr. **Dawley**. I don't know. But it is interesting that the Center for Disease Control has positioned this as a health issue with the homicide in our cities as a health issue as the leading cause of death among black males. Again, it is another argument from the health perspective for the funding of these programs to reduce that violence and reduce that crime.

Mr. **Martinez**. Ms. Nichols.

Ms. **Nichols**. One thing that is promising is that the healthcare for the homeless project that is funded through McKinney monies and the Family and Youth Services Bureau—and again the administration could talk more fully about this—are finding ways to collaborate with each other. Particularly, the National Network is involved and also to aid the process of healthcare for the homeless centers to be hooked up with runaway centers and to either send their staff directly to runaway centers or to work out communication and ways to collaborate to ensure that these young people can be seen.

There really is a problem, Mr. Chairman, with the issue of parental consent, the fact that these young people have absolutely no resources; that because they don't belong to anyone, then how could they be eligible for Medicaid and other types of services. I know that the National Network really hopes in working with members of Congress and with people in communities to see if we can open up some of the existing programs and leverage some of these programs so that when a child is under 18 years of age, they are eligible for healthcare, and that that is a possibility for them.

The other thing is to redefine or to allow this population of kids to be protected in such a way that they are able to receive health services without parental notification.

Mr. **Martinez**. Well, the parental consent ought to be waived in those cases. But it's silly how our bureaucrats think sometimes. I have become recently aware of the difficult situation that foster children because at 18, they are no longer a ward of the court. They are out on their own, but they are not 21 yet, so they need to somebody's consent.

They are out of the foster home now. Most foster homes, unfortunately, just held them there for the money they received, the extra money that they received for having that child, and really feel no responsibility towards that child. And then that child now has to get parental consent.

Who do they get it from? They are no longer a ward of the court. They are no longer in the custody of the—or the ward of those foster parents. So who do they get it from between the time they are 18 and 21. It is absolutely ridiculous. Something ought to be done in our laws to waive where these young people don't have parents to turn to for their parental consent. They are denied that health access until they do.

I mean I agree with you, and that is something that we need to look at and work at.

I want to thank you both for taking your time and appearing before us today. It is important to us. You have been very helpful, and we thank you.

Ms. **Nichols**. Thank you.

Mr. **Martinez**. Our next panel consists of Ms. Barbara Broesamle accompanied by Tara. Ms. Broesamle is coordinator of SaYes. Tara is a peer counselor with the Michigan Sanctuary, Incorporated, Royal Oak, Michigan.

Next is Ms. Donna Arey, Coordinator of Aftercare Program and Mr. James Smoot, a graduate of Good Choices Program, Patchwork, Charleston, West Virginia.

Then is Mr. Jim Nelson, Executive Director and Mr. Farley Cotton, Assistant Outreach Coordinator, At-Risk Youth Services, City, Incorporated, Minneapolis, Minnesota.

Mr. Eddie Banks, Administrator and Mr. Clifton Johnson, Participant, Metropolitan Police Boys and Girls Club of Washington, DC.

We'll start with—now, how did I say that? Broesamle.

Ms. **Broesamle**. Yes.

Mr. **Martinez**. Ms. Broesamle.

STATEMENT OF BARBARA BROESAMLE, COORDINATOR, SAYES, MICHIGAN SANCTUARY, INCORPORATED, ROYAL OAK, MICHIGAN

Ms. **Broesamle**. Mr. Chairman, I thank you for the opportunity to represent the Sanctuary. My name is Barbara Broesamle.

The Sanctuary is located in Royal Oak, Michigan, just two miles north of Detroit. I coordinate the substance abuse prevention program for runaway and homeless youth there.

Having married the child of an alcoholic, I am very aware of the long-term inter-generational effects of a chemically dependent family.

Our substance abuse prevention program is titled SaYes. That is substance abuse: youth education strategies, a positive approach to prevention.

We at the Sanctuary know that the young people whom we serve live in a world of negatives—negative outlooks, negative school experiences, low self-esteem and little or no parental support. All of these factors place them at extremely high risk to abuse drugs and have little connection to or trust of adults. What works for disenfranchised youth is a comprehensive approach with youth as partners, a combination of education, treatment, support groups and basic caring.

We have 22 highly trained peer counselors and prevention theater troop members. Four of our peer counselors are recovering addicts themselves. We have a waiting list of over 20. Due to a lack of funds, they will remain on a waiting list.

The Sanctuary has an equal partnership with these 14 through 19-year-olds. By that, I mean that they have equal responsibility with staff and equal rights to establishing agency policy. They help the 250 youth whom we serve in our shelters build trust with adults, make a connection to our agency and begin to have positive outlooks and positive transitions into the adult world.

In terms of recommendations, I wholeheartedly support the reauthorization of this program for runaway and homeless youth, continuing to include a comprehensive positive approach and peer counseling in community-based programs.

Eighty percent of the youth we serve are at high risk for substance abuse. Yet only 11 percent of our total budget is for the SaYes program. Thirty-six of that budget comes from local community support.

Funding, as always, is a major issue, but the returns we see from the monies spent are immeasurable. Hundreds of youth each year do not need more expensive treatment. They make healthier choices and contribute to their communities. The $85,000 spent has already saved hundreds of thousands in terms psychiatric care, detention costs, protective custody and loss of human life.

Again, I'd like to thank you for the opportunity to present this testimony on behalf of the Sanctuary and the young people we serve there.

[The prepared statement of Barbara Broesamle follows:]

the sanctuary, inc.

... helping the homeless & runaway youth

Written Testimony presented to the
U.S. House Education and Labor Subcommittee on Human Resources
"July 18, 1991 Hearing on Drug Education and Prevention Program for Runaway and Homeless Youth and Drug Education and Prevention Relating to Youth Gangs (Public Law 100-690)"

I am Barbara Broesamle from Royal Oak, Michigan, a community two miles north of Detroit. I work there as the Special Projects Coordinator for the Substance Abuse Prevention program. The Sanctuary has two counseling and residential programs. One for runaways and one for homeless youth. I have a Master's degree in Social Work, have worked at The Sanctuary for almost nine years, and have extensive experience working with youth, adults and families who are dependent on alcohol or other drugs. My husband is an adult child of an alcoholic, and I have seen first hand the horrors, traumas, and causes of substance dependency.

The Sanctuary's substance abuse prevention program for runaway and homeless youth is entitled "SaYes" (Substance Abuse: Youth Education Strategies), and has been operating for almost two years, being funded initially by our local United Way, and in part by the U.S. Department of Health and Human Services as of September 15, 1990.

The Sanctuary, Inc. has been providing substance abuse intervention services out of necessity since it's inception in 1974. One father whose child resided in The Sanctuary in 1985 stopped smoking marijuana as a result of the intervention of personnel. He and his wife are now proud grandparents and are volunteers who continue to actively participate in The Sanctuary's weekly parent support group, perform outreach presentations in the community, and are strong advocates for the services of The Sanctuary. The father openly admits that the help of The Sanctuary made him realize his influence on his substance abusing children. He says: "The Sanctuary saved all of our lives from sure self destruction." This is only one of numerous testimonials to the agency given by service recipients, agency directors, and community leaders.

Children hear "no" an average of 4,000 times each year of their childhood. It is no wonder that so many of our young grow older with negative outlooks, limited self-confidence, poor self-esteem and at high risk for substance abuse. Low self-esteem (Skiffington & Brown, 1981), low academic self-concept (Mitic, 1980), low academic performance (DuPont, 1984), low religiosity, (Polich, et al., 1984), and adolescents in families characterized by high levels of anxiety, tension between and rejection by parents, and a low degree of maternal control (Mayer, 1980) are all consistently linked to higher risk for substance dependency. These factors characterize most of the youths served by The Sanctuary's programs, both in residential care and through the 24 hour crisis lines. In building our "SaYes" project, we focused on ways to address these factors, starting with entitling the program "SaYes". It is a positive approach--encouraging youth to choose a healthy lifestyle, rather than discouraging unhealthy choices.

A United Way Service

A Step Forward Transitional Living Program
1228 S. Washington
Royal Oak, MI 48067-1240
(313) 547-2260
24 Hours

The Sanctuary Runaway Shelter
1222 S. Washington
Royal Oak, MI 48067-1240
(313) 547-2260
24 Hours

Administrative Office
1111 S. Woodward
Suite 205
Royal Oak, MI 48067-3023
(313) 542-0900
9:00 am - 5:00 pm

the sanctuary, inc.

... helping the homeless & runaway youth

Drug Prevention Testimony - Page Two

The Sanctuary, Inc. serves youths and their families not served by traditional institutions, such as the Department of Social Services, community mental health, juvenile justice system or schools. These youth are runaways or homeless and have very often been abused, or perceived as mistreated by such systems, and are neither comfortable nor motivated to seek their services when addressing problems of substance abuse. Many have been abused by their parents, are victims of incest, children of alcoholics, or have been tossed from one family member to another. Most of our clients come to us referred by friends or others whom they trust. They seek alternatives to the larger systems, alternatives which are comfortable, easily accessible, and "youth-er" friendly. They seek The Sanctuary, Inc. Over 250 young people resided at The Sanctuary, Inc.'s programs in 1989/90, and another 3,500 contacted The Sanctuary, Inc. for information, crisis aid or referrals. Additionally 25,000 youths benefitted from outreach presentations provided by personnel of agency. At The Sanctuary they find young people, like themselves who have had similar problems and are now working as peer counselors. They find a home environment, not an institution, that is friendly, comfortable, and where the staff truly care about them and are willing to do whatever it takes to help them.

Most of the youth served in our shelters are at high risk for substance abuse. According to substance abuse risk assessments over 80% are at the highest risk for substance dependency, 65% are children of alcoholics or drug addicts, and many are addicted or recovering themselves.

The SaYes project offers a variety of services, which include substance abuse risk assessments, training of staff on substance abuse issues, group counseling on substance abuse, a team of specialists to work with those most at risk, and peer counseling. The peer counseling is the most dynamic of our services. We have 22 peer counselors who have been trained in the dynamics of substance abuse, counseling techniques and agency procedures. They are 14 through 19, graduates of one our shelters, are National Honor Society students, college students, or youth who have heard about the program from other agencies or schools. The peer counselors provide all of the same services as our adult Youth Workers--telephone crisis counseling, group counseling, recreational leadership, intake interviews, outreach presentations and whatever else needs to be done. They have formed a teen theatre troupe which performs improvisational family and peer scenarios related to substance abuse, and freeze the scene before it reaches a solution and ask for audience assessment of the situation and the best solutions. The theatre troupe performs for youth in the shelters, school groups, church youth groups, parent groups, residential programs for substance-dependent adults, and others. All of these services have had a tremendous impact.

The services are designed to address the issues which decrease the likelihood of drug abuse--build self-esteem, stronger family relations, reduce anxiety, improve academic performance and connections with their community. These young people become hooked into the services of a community-based agency, The Sanctuary, and as a result a network of services that can help them and their families on an ongoing basis. They continue with The Sanctuary through aftercare counseling, support groups and referrals to other services.

The peer counselors are true partners with adult staff, which is a key component to the program's success. They have equal say with adult staff in establishing agency policy, two participate in Board meetings, and make significant progresses with clients, just as adult personnel. Peer counselors have identified family substance abuse issues, recommended treatment for youth, and have seen clients, families and adult staff respond to their recommendations. We have had many more parents and children seek help through twelve step programs and in-patient treatment for substance abuse than ever before. I credit our peer counselors with the majority of this success. Our clients will listen to another youth who has had similar problems much quicker than an adult.

The positive effects on the peer counselors has also been amazing. Not only do they help others, but they are helping themselves. Their self-esteem is strengthened, their leadership skills broaden, and they gain insight into their own issues. The true testimony to the success of the program, is the significantly high number of graduates of the shelters who apply to become peer counselors. They see their peers as role models and mentors who they aspire to become like.

In terms of the reauthorization of the legislation, I wholeheartedly encourage you to consider expanding these programs. There are eight drug prevention programs in Michigan and 36 community-based programs serving runaway and homeless youth, or 22% of the programs providing services actually receive funds from the federal government. In our agency the total budget is $780,000 and $85,754 is provided for the SaYes project from the U.S. Department of Health and Human Services, or 11% of the total budget. This 11% can be compared to the 80% of youth at high risk. Our total "SaYes" budget is $135,000, which means 36% ($50,000) of the SaYes-specific services are paid through community donations and local support.

With 22 peer counselors, we have already exceeded the projected costs for this budget item. They are restricted to seven hours a week, and we have a waiting list of youth who wish to be considered for these positions. Although we will far exceed our projected services for the contract, we are only scratching the surface of the need for them. Our theatre troupe expected only to provide 10 performances during the year, but has requests for performances almost weekly, and on a repeated basis. One such group is a residential program for women recovering from crack or cocaine addiction. These women rave about each performance, sharing with us their insights into their own families and the influences they see on their children because of their disease. They repeatedly state how much a similar service would have meant to them had they received it when they were teens.

"Prevention" is a very difficult product to study, and to demonstrate effectiveness, but I can tell you that I know we are preventing drug abuse, we see young people respond and get excited. We see our peer counselors remain substance-free, parents and children enter treatment, and others become excited about life, when once there was only hopelessness.

I thank you for the opportunity to present this testimony on behalf of The Sanctuary and the young people we serve.

Barbara Broesamle

Barbara Broesamle, MSW
SaYes Coordinator

the sanctuary, inc.

...helping the homeless & runaway youth

Some Facts about...Substance abuse: Youth education strategies (SaYes)

History: Children hear "no" an average of 4,000 times each year of their childhood. It is no wonder that so many of our young grow older with negative outlooks, limited self-confidence, poor self-esteem and at high risk for substance abuse. The Substance Abuse: Youth Education Strategies (SaYes) project is a comprehensive, positive, drug prevention program developed by The Sanctuary, Inc. SaYes is a positive approach to preventing drug usage, or more appropriately, a project which reinforces healthy lifestyles. "Just saying no" does not address the complexity of the problems of substance abuse, and for many young people, so desensitized to hearing "no", is a challenge to try drugs or alcohol.

The Sanctuary, Inc. has been addressing the effects of substance abuse in families of runaway and homeless youths since 1974, when it's runaway program was started. Many young people run away from homes where substance abuse is an issue, or become homeless as a result of substance abuse-related family problems. Nearly 70% of the young people served in The Sanctuary's shelters are living with an alcoholic or drug dependent family member, or their parents are children of alcoholics. In 1989 this problem was a primary focus of the agency's strategic planning process, and a priority of preventing substance abuse became a strategic goal of the corporation. Substance abuse prevention and intervention specialists developed innovative approaches, and the U.S. Department of Health and Human Services, and The Skillman Foundation funded the SaYes project in 1990.

Goals: The goals of SaYes are to:

1) Reinforce and focus on the positive aspects of not using substances with high risk youth.
2) Reduce or prevent the use of drugs by runaway and homeless youths.
3) Support and empower youth to take an active role in preventing others from using drugs.
4) Develop comprehensive resources to prevent or reduce youth's drug usage.

Services: There are several services which have been developed, or enhanced through SaYes. They are:

The SaYes Players: A group of eight to fifteen young people between 14 and 19 years of age have developed brief scenes of common family or peer conversations related to substance abuse. These scenes are stopped before they reach a conclusion, and the audience is asked to assess the problems, suggest resolutions, and often to enact the final scenes. These interactional, improvisational plays can be performed and processed in 30 to 90 minutes, and are available free of charge to any group or organization in the metropolitan Detroit area.

Peer Counseling: Twenty to thirty young people between the ages of 14 and 19 have been trained in crisis intervention, substance abuse, and agency services through The Sanctuary. They are available as members of the SaYes Players, to provide individual, group, crisis telephone and drop-in counseling, and are members of the Speaker's Bureau.

YACOA: Young Adult Children of Alcoholics is a 12-step, self-help support group led by trained volunteers at The Sanctuary's transitional living program for homeless youths. Any young person between 10 and 21 is eligible to attend the meetings held weekly on Sundays, from 4:30 - 6 p.m. at A Step Forward, 1228 South Washington.

TIPS: Teens in Peer Support group is co-facilitated by a peer counselor and a professional staff member, and addresses many issues of importance to teenagers, which often includes substance abuse prevention, dynamics and alternatives. The weekly meetings are held Sundays from 7 - 9p.m. at The Sanctuary runaway shelter at 1222 South Washington.

Speaker's Bureau: Professional staff members, Board members and peer counselors are available, upon request to provide presentations to groups and organizations in the community. The members of the Speaker's Bureau can address the problems of runaway and homeless youth, substance abuse prevention, the services of The Sanctuary, Inc., and other issues of interest to youth and / or adult groups.

Shelter Services: All residents of The Sanctuary's shelters services receive a substance abuse assessment, and are eligible for additional, substance abuse prevention services, such as: individual, group or family counseling, or referrals to treatment programs.

Application Process The services of The Sanctuary, Inc. are located at 1222 and 1228 South Washington in Royal Oak, and all are FREE of charge. There is **no restriction** for using any of the services listed above, and all may be accessed by calling the **crisas line at (313) 547-2260**, at any time of the day or night.

Staff: The SaYes team is headed by the special projects coordinator and staffed by a drug prevention counselor, specialist, three trained volunteers, a student intern and twenty peer counselors / SaYes Players.

Contact Persons: Meri K. Pohutsky, MA, SW, Executive Director, (313) 542-0900 (Speaker's Bureau, General Information)
Barbara Broesamle, MSW, Special Projects Coordinator, (313) 547-2260 (General Information, Services)
Dave Key, BSW, SaYes Specialist, (313) 547-2260 (General Information, SaYes Players)

3/91

Mr. **Martinez**. Thank you.

Tara?

STATEMENT OF TARA, PEER COUNSELOR, MICHIGAN SANCTUARY, INCORPORATED, ROYAL OAK, MICHIGAN

Tara. Thank you, Chairman Martinez.

My name is Tara. I grew up in New York City. Two years ago, I moved to the suburbs of Michigan. I am currently a peer counselor at the Sanctuary.

Imagine starting your life in a dark tunnel. Once you are born, you can't turn back. The engine shuts down. You look for an escape on the sides, but you can't because the walls of the tunnel prevent this. All anyone in this situation can do is keep walking until they escape the trap. This is a tunnel of bad experiences, and I have been looking for the openings for 18 years.

Although I never drank it, alcohol has poisoned my life. I grew up in an alcoholic family and was abused. I was trapped. It was dark and gloomy. I was powerless. My alcoholic father would leave for short to long periods of time—from a day to 15 months. This was my tunnel. This was my "home."

I entered the model high school in my senior year, an innovative education program. The classwork took me to Lansing, Michigan for a workshop on homelessness where I learned about the Sanctuary's peer counseling program. I was hired last October.

I have gone through 40 hours of training, attended the weekly Teens and Peer Support Group, and I am a member of their theater troupe. I have had clients confide in me that they have been sexually abused or suicidal when they have never confided this to anyone before.

The most exciting thing is to see people come into the Sanctuary without hope and leave with a lot. I get back a lot more than I give. The positive environment the Sanctuary has to offer helped me to learn many things.

I have learned that I had the role of the hero in the family. That is why I never left home, committed suicide or used drugs. Although there are some vast differences between my father and me, we do have one deadly thing in common. Addiction. His is to alcohol and mine is to my role in the family. Fortunately, I am in recovery now. Unfortunately, my father is not; but his recovery or lack thereof is his, not mine.

I know because of my experiences there are possibilities for me to be in unhealthy situations and for other addictions. The Sanctuary helped me to be more aware of my behavior. I could see the unhealthy choices coming now, and I could take another route—a health route.

I believe lots of people at the Sanctuary will not abuse drugs because we have empowered them with health alternatives. What really works is education, support groups, peer and professional counseling all combined. Treatment is a process, not an event. It has to be a comprehensive holistic approach to understanding the reasons people choose drugs. This understanding is well-taken from someone you trust—a peer. That is exactly what we do at the Sanctuary. Not only learning how to say yes, but why you want to say yes to you.

For me, there are lots of openings in that tunnel now. There is light, and it doesn't even look like a tunnel any more. I can see the world and all that it has to offer me. Thank you, and I appreciate this opportunity to express my views.

[The prepared statement of Tara follows:]

the sanctuary, inc.

... helping the homeless & runaway youth

Written Testimony presented to the
U.S. House Education and Labor Subcommittee on Human Resources
"Hearing on Drug Education and Prevention Program for Runaway and Homeless Youth and Drug Education and Prevention Relating to Youth Gangs (Public Law 100-690)"
July 18, 1991

Hi! My name is Tara and I'm a peer counselor at The Sanctuary.

Imagine starting your life out in a dark tunnel. You can't turn back, and you can't escape on the sides because the walls of the tunnel prevent this. Beneath you is the ground, and above you is a roof, so all anyone in this situation can do is keep walking until they can find an opening. Until they can escape the trap. This is a tunnel of bad experiences, and I've been looking for the openings for eighteen years.

I grew up in an alcoholic family, and was molested from ages five to eight. I was trapped--it was dark and gloomy. I was powerless. I was alone a lot. I wasn't even old enough to walk across the street by myself, how could I escape? My Dad is an alcoholic and he would leave for short to long periods of time -- from a day to 15 months. I couldn't talk to other children, they couldn't help, and I couldn't talk to other adults because I didn't know I could without being condemned.

I grew up in Flushing Queens in New York City, and at eleven considered joining a gang. It sounded really cool -- we'd have meetings and that seemed important, and we'd protect each other and that seemed like a family. Then one of my friends was beaten by a gang member with a bat and chains, and I was scared.

As I got older, I felt more comfortable expressing what was going on at home. I expressed myself to many adults who, in turn suggested Alateen. At 14 I became involved with Students Against Drunk Driving. Through SADD, I learned that my father's drinking wasn't my fault. I didn't cause my Dad to drink. I learned that I wasn't alone and that the feelings I was having were normal for the situation I was in. I did outreach activities during my freshman and sophomore year. In my sophomore year I was on the administrative committee for SADD, and at our first meeting, we learned that each of us came from an alcoholic family. We decided to talk about it, and one girl had heard about an Alateen group and I went with her. Through SADD, Alateen and my friends, a lot of openings in the tunnel started to appear.

In the dark times I thought about giving up, running away, or committing suicide. My grades in elementary school were always high. In high school they dropped to D's. I bottomed out in my freshman year. If I could draw a graph, it would be a V, with the bottom at my freshman year. I had a 1.4 gradepoint average. I didn't see a purpose for life, let alone a reason to excel in school. I continued to go to school, but I felt like no one cared. There was a lot of apathy from my father, the school, and from me. I knew I would pass whether I got a D or an A, so why put in the effort? No one cared, least of all me. The line on the graph moved upward when I joined Alateen. I entered feeling I had the weight of the world upon my shoulders, and left feeling on top of the world.

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the sanctuary, inc.

... helping the homeless & runaway youth

Page Two - Tara

I moved to Michigan the summer before my junior year of high school. We relocated from the city to suburbia. Not just any suburban community, one which ranks amongst the highest in the country for per capita income. I experienced culture shock. By junior year, all the "cliques" were established and I didn't fit into any of them. My background was too different. I felt terrible always being on the outside, not feeling like I belonged. I just always felt awkward.

In my senior year a new school was started called the "Model High School". This seemed like the ideal educational environment, and a lot of people like me selected the school. People looking to get away from the superficial, social laws established by the cliques. We were looking for an educational experience which was more self-directed and innovative, and that's what we got. The "class work" entailed doing research projects in areas of interest. This meant going into the community and meeting experts, doing library searches, watching pertinent videos and arranging your own field trips pertaining to the subject of study. Mine took me to Lansing for a workshop on homelessness, where I met the Director of The Sanctuary's homeless youth program. He talked about the peer counseling there. I saw peer counseling as my way to be a part of the solution to homelessness. Barb Broesamle interviewed me and I was hired in October of 1990.

I have gone through forty hours of training, attend the Teens in Peer Support group every Sunday, and am a member of the theatre troupe, called the "SaYes ATD Performers". I have been interviewed on radio, performed before fifty parents and their children, co-facilitated group counseling, helped with a suicide watch on a client, and have done individual counseling. I have had clients confide in me that they've been sexually abused or are suicidal, when they've never confided this to anyone before. The most exciting thing is to see hundreds of people come into The Sanctuary without hope and leave with a lot. One girl, "Marie" had been on her own for five or six months, going from friend to friend. She was in "la-la land" over her boyfriend and saw him as the answer to her family problems. After two weeks at The Sanctuary, through the work of the great family counselor, my co-workers, and me, "Marie" was going home for the first time in five or six months. She was communicating better with her step-mother, she and her Dad and step-mother finally came to some agreements, and she started to see what a wonderful person she was. "Marie" was headed for a lot of problems--alcohol or drugs was just one possibility. Now, she's home and she's doing a lot better. I see this same scenario repeated hundreds of times. So many more people are drug free because of The Sanctuary and what we do there.

My last semester in high school was the first time in my high school career that I didn't fail a subject or get a D. The Sanctuary played a major role in my academic success, in bringing meaning and application to my studies. It helped me to see a purpose, and that all my work was adding up to something. Through the training sessions, and a lot of hands-on experience, I had a big improvement in my communication skills. This improvement helped me to develop a positive method for interviewing, put me in a leadership position, people listened to my ideas, and I contribute suggestions to the program. I feel better about myself. I am more self-confident, and this carried over not only into my education, but into my personal life.

the sanctuary, inc.

... helping the homeless & runaway youth

Page Three - Tara

I feel better about me. I learned I was the "hero" in the family, the caretaker. That's why I never left home, committed suicide or used drugs. I knew I had to make everyone else feel better when Dad left, and I knew I had to take care of my brother. I've since learned that I believed if I had disclosed the bad things that went on my house, I would have brought them out in the open, and then we would have had to deal with them. I thought that would mean the family structure breaking up for good. I had convinced myself that by not talking about what was going on I could protect our family, and if anything did go wrong it would be my fault. I couldn't let that happen. I had to take care of everyone and make sure we stayed together.

This insight has come from the peer counseling training session at The Sanctuary, and has been reinforced in the Teens in Peer Support group at The Sanctuary: Although there are some vast differences between my father and I, we do have one deadly thing in common -- addiction. His is to alcohol, and mine is to my role in the family. Fortunately, I am in recovery now. Unfortunately, my father is not. But his recovery, or lack thereof, is his not mine. His out of my hands. I know because of my experiences there are possibilities for me to be in unhealthy situations and for other addictions. The Sanctuary has helped me to be aware of my behavior. I can see the unhealthy choices coming now, and I can take another route.

I know I will never use drugs or alcohol. I know lots of people at The Sanctuary will never use drugs or alcohol. I had classes about drugs at school. I heard "Say NO". I attended support groups. But what really works is education with peer counseling, with professional counseling and support groups. Not only learning how to say no, but why you want to say yes. It has to be a comprehensive, wholistic approach to understanding the reasons people chose drugs. Understanding their role in the family and the issues that put them at risk, and that's exactly what we do at The Sanctuary. And it has to come from someone you trust--a peer. Youth at risk don't always have adults they can trust. There are lots of people in a tunnel.

I thank my friends who recommended Alateen, SADD and my own studies that brought me to The Sanctuary. I know my life would be a lot different if it weren't for my peers, and for The Sanctuary. I know that I make a difference in lot of people lives, and I thank The Sanctuary for giving me the opportunity. Although I never drank it, alcohol has poisoned my life. Sometimes I think the only difference between a sober child of an alcoholic and the alcoholic parent, is just the symptom--drinking the alcohol itself. There are lots of openings in that tunnel now. There is even light, and it doesn't even look like a tunnel any more.

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Mr. MARTINEZ. Thank you, Tara.
Ms. Arey.

STATEMENT OF DONNA AREY, COORDINATOR, AFTERCARE PROGRAM, PATCHWORK

Ms. AREY. Mr. Chairman, on behalf of the Daymark Agency and Patchwork staff, I would like to thank the committee for this opportunity to speak before you today on our program and the youth and families we serve in West Virginia. My name is Donna Arey. I am the aftercare coordinator at Patchwork, and I oversee the services funded through the drug abuse prevention program.

Patchwork is a crisis intervention center and shelter located in Charleston, West Virginia for 11 to 17-year-old youths. The average age of our residents is 15, and most of the youth live within a 50-mile radius of the shelter. Much of the area is rural.

Our residents bring us histories of physical or sexual abuse, extreme family conflict, neglect or abandonment. Parental substance abuse is frequently identified as a factor, which is contributed to the use of immediate crisis.

The Aftercare Good Choices Program, funded by the drug abuse prevention program, focuses on the prevention or reduction of drug and alcohol use among runaway and homeless youth and addresses substance abuse in the family through the provision of counseling and supportive services, such as parenting workshops.

Our program is multi-layered and is designed to provide what we call wrap-around services. The three primary components of the program are the Buddy Program, which matches a youth with an adult volunteer friend and role model; individual and family counseling, including in-home counseling, parenting groups and the Good Choices program.

The Good Choices program is a specialized decision-making and recreation program for youths who are considered to be at greatest risk for alcohol or drug use. The concept behind good choices is to assist youths in replacing a negative drug-related addiction or lifestyle with positive addictions and social interactions that are drug-free, healthy and capable of building a self-image.

Typically, the youth in our programs have not experienced a positive self-acceptance. Years of abuse, neglect and poverty have given them the very destructive message that somehow they are unworthy.

Patchwork believes that this sense of unworthiness drives many youths to use drugs and alcohol in an attempt to self-medicate to alleviate emotional pain.

We believe that at the point a youth can begin to feel worthy and competent, he or she will no longer seek drugs and alcohol in the isolated sub-culture of drug-using peers.

Rural children experience isolation that is geographical, as well as emotional; and thus, face unique challenges. Cut off from services, recreation and transportation, the access of these youth to society and its benefits may severely be limited. Unfortunately, there appear to be no limitations to the highly mobile drug trade, not even in rural settings.

The Patchwork staff have found the provision of transportation to be a critical element in providing services to these youth and their families. By providing transportation to a number of recreational and creative activities as well as to other services, we hope to convey the message that these youth are both rightful participants and valued members of the community.

According to the West Virginia Human Resources 1991 Report, children in crises stayed at risk. Only eight percent of West Virginia children in need of substance abuse services are receiving help. The drug abuse prevention program makes it possible for Patchwork to be on the front lines in addressing the needs of these very deserving youth.

Thank you, Mr. Chairman.

[The prepared statement of Donna Arey follows:]

DAYMARK, INCORPORATED
1500C WASHINGTON STREET, EAST
CHARLESTON, WEST VIRGINIA 25311
(304) 340-3675

PATCHWORK 340-3670
TURNING POINT I 340-3697
TURNING POINT II 768-1947
NEW CONNECTIONS 340-3690

July 15, 1991

The Honorable Matthew G. Martinez
U.S. House of Representatives
B-346-C Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman Martinez,

Thank you for your invitation to Patchwork to appear before the Education and Labor Subcommittee on Human Resources to provide testimony on the Drug Abuse Education and Prevention Program for Runaway and Homeless Youth. I regret that your letter was received at our agency today and we were thus unable to provide written testimony to you by July 12th as you requested. Forty copies of our written testimony is attached.

Donna Arey, Patchwork's Aftercare Coordinator, oversees the services and staff funded by the Drug Abuse Prevention Program grant. She will be delivering testimony to the Committee along with James Smoot, a youth who has received services both through our shelter and our aftercare program. Donna and James will be driving from Charleston to Washington on Wednesday (about a 7 hour drive). Should you need to contact them prior to their appearance on Thursday, you may call me at (304) 340-3670 and I will be able to get a message to them.

We appreciate the opportunity to tell the Committee about our program and the services we have been able to make available through the Drug Abuse Prevention Program.

Sincerely,

Carol Sharlip

Carol Sharlip
Director, Patchwork

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DAYMARK, INCORPORATED
1590C WASHINGTON STREET, EAST
CHARLESTON, WEST VIRGINIA 25311
(304) 340-3675

PATCHWORK 340-3670
TURNING POINT I 340-3697
TURNING POINT II 768-1947
NEW CONNECTIONS 340-3690

Written Testimony Presented to the U.S. House and Labor Subcommittee on Human Resources

Hearing on the Drug Education and Prevention Program for Runaway and Homeless Youth and Drug Education and Prevention Relating to Youth Gangs
(Public Law 100-690)

July 18, 1991

On behalf of the Daymark agency and Patchwork staff, I would like to thank the Committee for this opportunity to speak before you today on our program and the youth and families we serve in West Virginia. My name is Donna Arey. I am the Aftercare Coordinator at Patchwork and I oversee the services funded through the Drug Abuse Prevention Program. Before becoming Aftercare Coordinator, I was a rape crisis counselor at a family counseling center that specialized in cases of sexual assault. I have also been employed by the state of West Virginia as a monitor of domestic violence shelters.

The Daymark agency began serving youth in crisis and their families in 1976 with the development of the Patchwork program. Patchwork, a grantee under the Runaway and Homeless Youth Program funded by the U.S. Department of Health and Human Services, is a shelter for 11 to 17 year old youth in crisis. The shelter is open 24 hours a day, 7 days a week. In 1990, Patchwork served 335 youth residentially and provided telephone and walk-in services to an additional 1,555 persons. In addition to Patchwork, Daymark operates Turning Point, a group home and transitional living program for older adolescents in the custody of the state, and New Connections, an independent living program for older adolescents and young adults (ages 17 to 21).

Patchwork supports youth in crisis by offering a safe environment in which youth can identify their situation, explore appropriate and available options, and work toward resolving a specific problem or conflict. The youth who choose to participate in the Patchwork program agree to respect themselves, respect others, and respect the Patchwork house. The average age of our residents is 15 and most of the youth live within a 50 mile radius of the shelter. Many of the kids live in very rural areas.

Our program is based on the Reality Therapy/Control Theory model developed by Dr. William Glasser. As such, Patchwork promotes positive behavior, personal responsibility, and those actions which a youth can choose to both meet his or her needs and build self-esteem. Reality Therapy focuses on present and future behavior and promotes relationships with youth that are based on involvement and trust.

Unfortunately, positive involvement with adults has not been the experience of many of the youth who come to us. Our residents often bring us histories of physical or sexual abuse, extreme family conflict, neglect, or abandonment. As the youth tell us their stories, parental substance abuse, physical abuse, and neglect consistently are identified as factors that have contributed to the youth's state of crisis.

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About 14% of the kids who come to Patchwork are truly homeless. In the last six months, we have seen an increase in cases of abandonment. These cases may be precipitated, in part, by the severe economic crises which have long affected the state of West Virginia. West Virginia ranks 49th in the nation in per capita income. It has the highest teen unemployment rate in the country. We also have the highest white teen pregnancy rate. According to the West Virginia Human Resources Association 1990 report, "Children in Crisis, State at Risk", one out of every two babies in West Virginia is being born into poverty. Our experience at Patchwork tells us that every baby born into poverty is born at-risk for a crisis as they develop into their adolescent years. The future of our youth is a troubled one.

Our goals at Patchwork are to 1) meet the immediate needs of youth in crisis, 2) reunite youth with their families and strengthen family relationships, 3) assist in establishing stable living conditions for youth, 4) provide an alternative to institutionalization, and 5) enhance youths' self-esteem.

To more fully reach these goals, Patchwork developed an extended aftercare program and it is that program that is funded through the Drug Abuse Prevention Program. The Aftercare/Good Choices program seeks to prevent and/or reduce drug and alcohol use among runaway and homeless youth or youth who are in high-risk situations for such abuse; address substance abuse in the family and assist in strengthening the family; and coordinate linkage, outreach, and education in the community with regard to drug and alcohol use and the need for effective community responses.

The Patchwork aftercare program consists of three primary components: the BUDDY program (similar to a Big Brother/Big Sister Program); individual and family counseling, including in-home counseling; and the Good Choices program, a specialized decision-making and recreational program for youth. In addition, the program provides a weekly Parents Support Group and monthly Parenting workshops and get-togethers.

The aftercare staff consists of the Aftercare Coordinator, a family therapist, a recreation counselor, and a BUDDY Coordinator. Three of these positions are funded entirely by the Drug Abuse Prevention Grant. The BUDDY Coordinator's position is funded by United Way of Kanawha Valley and is match to the federal grant. All program activities are funded by the federal grant.

The program involves a high level of multi-layered staff involvement with the entire family. For example, it is possible for a youth to be in the Good Choices program and to be matched with a BUDDY. The parents may be receiving family counseling from the therapist and may also participate in the Parents' Support Group. Everyone in the family will receive advocacy services from the staff in relation to other service systems whether that is in connection with health care, education, or other social services. It has also been our experience that once a youth is in Good Choices or matched with a BUDDY, brothers and sisters may also request to participate in the program.

The Good Choices program is central to the success of these wrap-around services. Three Good Choices sessions (10 weeks per session) are held within a one year period. The six to ten youth who participate in a Good Choices course meet weekly with the aftercare staff at the YMCA. The youth spend one hour engaging in recreation with the staff and one hour in group discussion.

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The Good Choices program focuses on how to meet the basic human needs of love and belonging, fun, freedom, and power, so as to enhance a youth's ability to make more effective decisions in his/her life. Sessions also include guest speakers and role models, educational videos, and discussions of issues relevant to the youth.

In addition to the group activities, which also give youth experience in social skills, each youth chooses an individualized recreational/creative activity to experience in the community. The kids have taken music lessons, graphic design, modeling, swimming, tennis, and scuba-diving, among others. At the end of the Good Choices series, the youth may choose to continue to meet for a monthly recreational activity which they plan. Four of the six youth who participated in the first Good Choices series over a year ago are still meeting for a monthly activity. The other two youth have left the state. There is a strong focus on getting kids out in the community for activities so they can begin to realize that they are valuable members of the community.

The concept behind Good Choices is to assist youth in replacing a negative, drug-related addiction or lifestyle with "positive addictions" and social interactions that are drug-free, healthy, and capable of building self-esteem. In his book, Positive Addiction, Dr. William Glasser notes "it is still important to have one activity that is all ours, in which we can accept ourselves completely."

Typically, the youth in our programs have not experienced that kind of positive self-acceptance. Years of abuse and neglect have given them the very destructive message that they are somehow unworthy. Patchwork believes it is that appraisal of unworthiness that drives many youth to alcohol and drug use. Patchwork believes that for many of the kids we work with, drug and alcohol use is really an attempt to self-medicate to eliminate emotional pain. At the point at which a youth can begin to feel worthy and competent, he will no longer seek drugs and alcohol and the isolated sub-culture of drug-using peers.

It may particularly be the case with youth in rural areas that their isolation from the community is magnified geographically as well as emotionally. It is not uncommon for rural kids to live in an area which provides few social services, little or no recreation, and no transportation. Unfortunately, those who distribute drugs are highly mobile and are able to make drugs accessible in any setting. With this exception, rural youth in high-risk situations may be invisible to others. Unless these youth run to a shelter such as Patchwork, their stories will not be heard and any attempt they make to overcome their situations will remain unsupported by those who may be in a position to help.

Because geographical isolation is such an enormous barrier to services for both the youth and the parents, a critical element in the success of Patchwork's program is the provision of transportation. The aftercare staff provides transportation between the home and the activity for all youth who participate in the Good Choices program. Given the distances the kids live from Patchwork and the YMCA, this involves a major commitment in staff time.

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However, we have discovered the commitment to providing transportation pays many dividends. The parents, who often lack a vehicle and who have additional child care responsibilities, appreciate the effort the staff makes to pick up the kids and bring them home. They know too that their child is in safe hands. The Patchwork staff is viewed by the parents as providing a tangible service. In addition, we have discovered that car time is valuable counseling time. Something about car travel seems to invoke a comfortable informal environment in which it is "safe" for the kids to talk about major problems and questions.

By providing transportation we have eliminated a major barrier to our program and services. With this discovery, we have extended the provision of transportation to parents who attend our parenting sessions and have found higher participation levels as a result. Of course, the in-home family counseling provided by the family therapist also eliminates the transportation problem faced by clients.

Patchwork recently purchased a new 12 seat van with the assistance of a grant from a private community foundation and with supplemental funding from the City of Charleston. The Drug Abuse Prevention Program covers the mileage expenses connected with this crucial program service.

Perhaps because of our experience as a 24 hour crisis center, we find we are virtually the only agency in our valley that can provide services that are voluntary, free of charge, and without a waiting period. (The exception to the waiting period is the 50 plus children who are on the waiting list for a BUDDY, We now have special activities for them so they know we have not forgotten them while we search for their adult friend.) Patchwork is able to respond in this timely and critical way because of the nature of our federal funding. We believe we provide services of a high quality that are very cost efficient.

The Daymark budget for all three youth serving programs is $979,439 for FY91-92. Patchwork's budget is $387,837. In 1990, Patchwork served a total of 2,555 individuals (including telephone counseling, information and referral) and provided 10,216 service contacts. I have attached a sheet detailing these services in both our shelter and aftercare program. The Runaway and Homeless Youth Program grant is for $105,677 for a one year period or 27% of the Patchwork budget. The Drug Abuse Prevention Program grant is for $86,520 per year, constituting 22% of the total Patchwork budget. Thus, these two federal grants 47% of the Patchwork budget. The remainder of our funding is through United Way and private contributions and foundation grants.

Clearly, federal funding is critical to Patchwork. It is the federal programs that pay for our experienced staff and all our aftercare services. In the economic environment in which we find ourselves in West Virginia, there is no resource that could replace the federal program funds. Quite simply, Patchwork would not exist without the Runaway and Homeless Youth Program and the Drug Abuse Prevention Program.

The "Children in Crisis, State at Risk" report states that only 14% of the children in West Virginia who are in need of mental health services are receiving them, and only 8% of the children in need of substance abuse services are receiving help. The Drug Abuse Prevention Program makes it possible for Patchwork to be on the frontlines in addressing the needs of West Virginia youth and families.

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PATCHWORK YEAR END STATISTICS/1990

Patchwork Shelter Program

Resident Stays	335	(48% boys, 52% girls)
Individual counseling	1518	(each resident/every day)
Family conferences	236	
Walk-in Contacts	332	
Telephone Contacts	1223	
Meals Served	3328	
Youth Days/Shelter	1518	
Average stay	4.5	days

Patchwork Aftercare

Individual Counseling	98	sessions (15 youth)
Family Counseling	147	sessions (19 families of which 7 received in-home services)
Advocacy	54	contacts
Linkage	107	contacts
Referrals	107	contacts
Telephone Contacts:		
BUDDY follow-up	268	
BUDDY-other	256	
Other Aftercare	94	
PW Follow-up by AC	223	
BUDDY Matches:		
Pre-BUDDY interviews	85	
New matches	22	
Current matches	26	
Parent Support Group	40	sessions (10 individuals)
Parenting Workshop	22	sessions (9 individuals)
Recreation:		
Volleyball	325	kids (49 games)
Good Choices I,II,III	25	youth (30 weekly, 6 monthly, 36 individual, activities)
Residents	26	youth (56 contacts)

Total units of service: approx. 10,216
Total number of individuals receiving services: approx. 2,555

Mr. MARTINEZ. Thank you, Ms. Arey.

Mr. James Smoot.

STATEMENT OF JAMES SMOOT, GRADUATE, GOOD CHOICES PROGRAM, PATCHWORK, CHARLESTON, WEST VIRGINIA

Mr. SMOOT. I'd like to thank you for letting us come here today. My name is James Smoot. I am 17 years old, and I am from Charleston, West Virginia.

It all started when I was about six and my natural father was ill. My mom, with her bad nerves, had to get rid of me and my sister with both of us going to different families.

A year later, when my father finally passed away, I finally thought that I'd be able to live with my mom again. I was wrong.

About 6 years later, I went to stay with my mother. She was living with Ray, a man who was an alcoholic and still is.

I soon found out that when he began to drink, he got much more paranoid. Pretty soon, he began to get violent, especially with me. He would grab me by the throat and slap me around. At least, he never hit my younger sister.

When I was 15, he got drunk, brought out a gun and threatened to kill us all. The police were called and took the gun away.

In January of 1990, I ran away from home. I went to a friend's house. He and his mother recommended Patchwork. I stayed there for about 10 days. When I left, I told the staff I was going to a friend's house. I lied to them. I went to the street because I wanted to be out on my own. That was the beginning of my problem.

On the streets, I hooked up with a pimp. I was to help him protect his 15-year-old prostitute. One night after the girl was arrested for soliciting and tire-slashing, I went to Tyler Mountain with some other guys. We were drinking.

There was a fight and I was stabbed. My right lung was punctured. I spent 6 days in the hospital. Three days were in ICU.

I was also suspended twice from school for smoking pot after that.

Through Patchwork, I became part of the first Good Choices Program. All of us spent 10 weeks in group therapy at Shawnee Hills Adolescence Substance Abuse, otherwise known as ASA. Between these two programs, my days of pot ended.

Good Choices helped my self-esteem and self-confidence. In Good Choices, you can talk about your problem. We had discussions about things like self-esteem, drugs, talking with people your own age. We had a group recreation and individual recreation. My individual recreation was guitar lessons.

My guitar lessons gave me a certain sense of freedom. It is like when I would feel strung out or tensed up, I would play some guitar, and it would relax me. It was kind of like my outlet. The time I spent on the guitar also showed me that I could have fun and that I could do things that I wanted without drugs or alcohol.

I still go to monthly activities in Good Choices. I am in the State's custody right now. I am at Patchwork waiting for a place in a group home. Before long, in North Carolina, I will be 18 and be on my own. I don't see that as a problem now that I know which road to take in my life.

Patchwork took my situation when I thought it couldn't get worse and gave me some hope. They never let me down. They always taught me that drugs and alcohol or the street wasn't a way to go. Thanks to them and the God above, I have a whole life ahead of me.

Thank you.

[The prepared statement of James Smoot follows:]

DAYMARK, INCORPORATED
1598C WASHINGTON STREET, EAST
CHARLESTON, WEST VIRGINIA 25311
(304) 340-3675

PATCHWORK	340-3670
TURNING POINT I	340-3697
TURNING POINT II	768-1947
NEW CONNECTIONS	340-3690

Written Testimony Presented to the U.S. House and Labor Subcommittee
on Human Resources

Hearing on Drug Education and Prevention Program for Runaway and Homeless Youth
and Drug Education and Prevention Relating to Youth Gangs
(Public Law 100-690)

July 18, 1991

Hi, my name is James Smoot. I'm 17 years old and I'm from Charleston, West Virginia.

It all started when I was around 6 years old and my father was ill. With Mom's bad nerves, she had to get rid of my sister and me. I went with a woman named Patty, and Melissa, who was 4 years old at the time, went to live with Donna. I never forgave Mom for the fact that she gave me and my sister up. One year later, my father died and I figured, well, I'll be able to live with my mother again. I was wrong.

The pain that I felt when my father died left memories that stand today and always will--as long as I live. The family that took me in really helped me. They pushed me to do things that I didn't want to do, even though those things were right.

Approximately 6 years later, I went to my Mom's house and found that she was living with another man. This also hurt me deeply. At my age, I didn't figure that moms could live with other men 'cause I figured that she still loved Dad. His name was Ray and he was an alcoholic, although he didn't show it at the beginning. His mannerisms toward me at the beginning were fatherlike and I will never forget that. But after awhile, I realized he had a drinking problem and it was getting worse. He soon asked friends to come over and drink with him. Mom didn't like the idea but he was "king" as she called him.

I soon found out that when he began to drink, he got much more paranoid than he was when he wasn't drinking so the problem stood with or without the booze. Pretty soon, he began to get violent, especially with me. I was a little over 13 at the time. He would grab me by the throat and slap me around. The hitting only happened a couple of times when I was younger, but the problem progressed as I got older. Melissa, my sister, seemed to be the baby of the family. Slowed by a problem with her thinking abilities, all Ray ever did was yell at her. He never did hit her.

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However, approximately two years later, Mom had friends from her church over to help her clean the house and visit. Drinking and Christianity don't mix. After awhile when Ray was good and drunk, he brought out a gun and was waving it and saying he would kill us all. Me and one of Mom's church friends called the local police and they came over and requested his gun. After the policeman left, he went into a rage of fury that I will never forget. I think that was the only time that he hit Melissa, and I will hate him for that for the rest of my life.

Soon after, I came to Patchwork. I had to run to a friend's house, Joe and his mother recommended Patchwork. I came on January 27, 1990 and I left on February 9, 1990, stating that I was going to a friend's house. I lied. I just wanted to be out on my own. That was the beginning of my problems.

I lived in the streets, drinking beer and liquor and smoking pot. At night, I would sleep on park benches and by the railroad tracks hoping for a way to get out of this hell that I was being put through. Little did I know that I was the one that was putting me through this hell.

The church in the area offered meals to the homeless--breakfast and lunch. When I wasn't at the Holley Hotel, a local establishment, I loafed around the Mall panhandling, trying to get money for my next meal and wondering if I would ever get it. Sometimes, I would run into a particularly nice man or woman that would buy my meal for me so that I wouldn't buy drugs or alcohol with the money. Buying alcohol was not a problem for me then, all I wanted was some food.

Well, while I was out on the streets, I hooked up with a guy named C. He was a 21 year-old pimp. My only thing to do for him was to help him protect his prostitute who was 15. I just followed her to her corner and made sure that she was safe.

One day, C. and I were waiting for her to bring money back. I hid in a car in a parking lot and watched her solicit on the corner. The cops came and arrested E. for soliciting and for a tire-slashing that occurred the night before (I was not present). C., J. (another acquaintance), and I went to Kanawha City because J. said that he was going to get his truck and then we could check on the prostitute. After finding out that she was alright, we went riding around drinking and trying to buy some pot.

We went to Tyler Mountain, a place about 10 miles away from Charleston. All three of us were drunk and I started getting loud--I guess this is a habit when I start drinking. There was an argument. C. beat me up and stabbed me. My right lung was punctured. There in the middle of that dark road on Tyler Mountain, I prayed to God and asked his forgiveness. I swore that I would quit drinking. And on that night, February 16, 1990, I quit drinking.

Alcohol was probably the biggest factor in my near death. After six days in the hospital, three of them in intensive care, I returned home. After a time, me and Mom and Ray started arguing. I was friends with a girl and a family that lived nearby. When finally, as a result of arguing, I was kicked out of my home on December 13, 1990. I moved in with her family.

I wasn't drinking, but I started smoking pot more. I got caught smoking it at school and got suspended. Soon after, I was suspended again for smoking pot. Everybody recommended I go to some type of counseling to make me stop smoking pot. I had already completed Good Choices at Patchwork, I wondered what else could be left. I should have listened to Good Choices because they showed me I could have fun without drugs. Eventually, I joined the Shawnee Hills' Adolescent Substance Abuse group (ASA). After Good Choices and ten weeks of group therapy, my days of smoking pot were over.

Good Choices helped my self-esteem and self-confidence. It used to be that I was somewhat shy around people my own age. Good Choices broke the ice with that shyness. Good Choices is a place where you can talk about your problems (like low self-esteem, drugs and alcohol), ways to talk to people your own age, and sexuality. Good Choices met for ten weeks and lasted for an hour and a half each Monday night at the YMCA. For 45 minutes we would have group discussion, and for the remainder of the time we would have recreation. Recreation would include swimming, nautilus, aerobics, tennis and weight-lifting.

Good Choices also included individual recreation. My individual rec was guitar lessons. I would go down to the music center and practice my guitar with one of their teachers. My guitar lessons gave me a certain sense of freedom. When I felt "strung out", a couple strums of the guitar and I would be relaxed. The guitar was my outlet. The time I spent with the guitar showed me that I could have fun without drugs and alcohol.

Soon after the weekly sessions, Good Choices I, as it is called because we were the first Good Choices group, started doing monthly activities. Some of the activities were bowling, horseback-riding, a hayride, ice- and roller-skating, and a cruise on the big wheel paddleboat on the Kanawha River. Through Good Choices, I also went into the Upward Bound program, which is a college preparation program.

I no longer live with my friend's family. I'm at Patchwork awaiting placement at Cammack, a group home for kids in state's custody. I'm no longer doing drugs. I still go to Good Choices monthly activities. When I turn 18, I'll be on my own, however that is not a problem now that I know which road to take in life.

If it wasn't for the Patchwork and Good Choices program, nine times out of ten, I would not be here today. They took my situation when I thought it couldn't get worse and gave me hope. They've never let me down. They always taught me that drugs and alcohol wasn't the way to go, and neither was the streets. Thanks to them, I have a whole life ahead of me. My special thanks to Patchwork and God for showing me the way.

James Smoot
July 15, 1991

Mr. **Martinez**. Thank you, Mr. Smoot.

Mr. Nelson?

STATEMENT OF JIM NELSON, EXECUTIVE DIRECTOR, AT-RISK SERVICES CITY, INCORPORATED, MINNEAPOLIS, MINNESOTA

Mr. **Nelson**. Mr. Chairman, I want to thank you for the opportunity today to testify before this committee.

Minneapolis, like many cities, denied that it had a gang problem. In fact, they said that it was a youth problem. However, the gang problem was not only demonstrated to us in the increase of services that were requested by gang members, but also the day that I was receiving a performance review by the executive committee of our board, three gang members came into our operation and shot Farley Cotton, sitting to my right, who was our staff person. And that pretty much changed the whole scenario.

The next day, we were in the paper. Folks were talking about our place being a center of gang activity, and the City of Minneapolis began to look closer at the issues around whether or not there were gangs in our town.

We have been successful, I believe, as a result of a unique combination of staff people who have been actively involved in prison work the past 20 years and comprehensive programs. We have three major program areas. Our healing cluster, which includes traditional psychological services all the way to real traditional services offered by medicine men and women from the local tribes.

We also have an education program, an accredited high school that grants Minneapolis public school credits. This is in the tradition, we believe, that were in the theme of what President Bush is calling for in his America 2000 program, bringing schools closer to the community. We have been doing that for over 20 years.

We also have our advocacy cluster, which does outreach and advocacy in the courts as well as on the streets. We have hired gang leaders. We believe that gang leadership is straight up leadership. We asked them to take sabbaticals, if you will, from their negative activities. As long as they do that, we believe it gives us critical access to the gang structure.

People change their lives because of relationships. We think positive relationships are where it all begins. Positive relationships over time result in community. Peggy Noonan recently wrote an article in the Wall Street Journal talking about Clarence Thomas' appointment, and said that he was at this great place in his life because he was loved. We think that is probably a good account of what took place. We are hoping that the capacity of individuals and communities are increased so that more can be loved and more can aspire.

Mr. **Martinez**. I got to stop you right there.

Mr. **Nelson**. Okay.

Mr. **Martinez**. Isn't it a shame that although he was a benefactor of affirmative action, he doesn't believe in it? And although he was loved and taken in by the nuns of a school, and then from that point on, he was almost hand-carried to success, that he doesn't believe in doing it for others? And now he is going to be appointed to the Supreme Court to make the kinds of decisions to be made that work against the very situations and people that he should be a benefactor of because he was a success from it?

Mr. **Nelson**. Amen to that.

Mr. **Martinez**. Sorry. Go ahead. But you know, I sit here, and for 6 years, I was Chairman of the Employment Opportunities Committee. I had to deal with him because we had oversight over the EEOC the entire time he was chairman of it. And the most disastrous things happened to this country in relationship to people obtaining their affirmative rights while he was chairman.

President Bush who, for many reasons I admire because he is a family man and because I think he has his heart in the right place—although his brain isn't always in touch with it, has made some fine appointments, some fine appointments. But he has made a couple of disastrous ones. This is going to be the most disastrous appointment he has made if Clarence Thomas is confirmed.

When you touch me on something like that, and use him as an example, I think we need to clarify it for the record. Although he was a benefactor of those kinds of actions, that he would deny those same for others.

I'm sorry. Go ahead.

Mr. **Nelson**. Well, that is one of the things we are finding out in our program. We know that we can bring young people up to a certain point in time by caring for them, challenging them. We know that young people will improve their math skills, will improve their reading skills, will actually graduate from high school. But if they can't get access from the economic mainstream in spite of all those behavioral changes, it is for naught. That is, I think, a real critical part of our learning. That it isn't just a change in individual behavior. There also has to be structural changes in society. There is racism and poverty in the inner cities of America, and we've got to be able to do both things. So that is why it is important in our program not only to be about getting young people to change the direction of their lives, but also challenging those structures that, in spite of those changes, will still keep them down.

We also think it is important to get access to the economic mainstream. We can develop somebody and have them ready, but if that door isn't open, then we are going to continue to provide leadership for the negative aspects of being in gangs.

The final point that we think is important in our experience is the importance of diverse funding. Our city did not have the resolve to intervene in a timely manner in the gang issue. It took Federal dollars for us to get that off the ground. Once Federal dollars were available, other folks came to the table. The United Way is involved in our program. Most corporations and foundations are involved in our programs. But around the gang issue, that would not be possible had we not had Federal dollars to leverage that.

Thank you for my opportunity.

[The prepared statement of Jim Nelson follows:]

The Testimony of Dr. James Nelson, President of The City, Inc., and Mr. Farley Cotton, Assistant Outreach Coordinator At-Risk Youth Services (ARYS), to the Education and Labor Subcommittee on Human Resources of the United States House of Representatives on July 18, 1991, at the oversight hearing on The Drug Abuse and Prevention Program for Runaway and Homeless Youth and the Youth Gang Drug Prevention Program (Authorized under the Anti-Drug Abuse Act of 1988)

The Anti-Drug Abuse Act of 1988 has provided partial funding for The City Inc.'s At-Risk Youth Services Program (ARYS) for the past two years.

AT-RISK YOUTH SERVICES (ARYS)

Program Staff (FTE): 13 (8 African-American and 5 American Indian)
1991 Budget: $521,234
Program Volume: 600

In response to the growing gang issue in the Twin Cities, The City, Inc. has developed At-Risk Youth Services (ARYS). This program is an outreach effort that provides a highly qualified and experienced cadre of street workers to work intensively and on a one-to-one basis with youth gang members and young people at-risk of joining gangs. Through one-to-one work with young people and by demonstrating that adults care about their well-being, ARYS staff encourage youth to gain skills necessary for productive living, promote healthy self-esteem, and offer moral frameworks for making life choices.

The strength and uniqueness of the program lies in the experience, connections and influence of the thirteen street staff. The three veteran street workers, whose combined efforts represent over four decades of experience working with inner-city, African American and American Indian youth and their families, provide leadership to the program. The six of the junior staff are current and former gang members who are using their experience and connections to influence gang-involved youth in a positive direction.

Each ARYS staff member works a somewhat different aspect of gang and gang-related behavior. Senior staff: (1) meet with police leadership, Minneapolis Public Schools and other collaborative agents to provide technical assistance related to gangs and the consequences of gang activities; (2) participate in public forums to raise public and official awareness and understanding of the gang issue on both a local and national level; (3) recruit, train and supervise younger staff; (4) coordinate program services to at-risk youth and their families; and (5) work with community leaders, gang members and police to mediate peace in conflict situations. Junior staff work with senior staff to: (1) patrol the streets and to provide security in large gatherings of youth; (2) give presentations in schools; (3) work with groups and individuals in schools and on the streets; (4) meet with gang leadership and gang members in order to work for peaceful resolution of conflicts; (5) provide positive recreational activities; and (6) provide linkages to advocacy, educational, employment and counseling services of The City, Inc. and other agencies.

Program Structure

The program is organized flexibly, responding to issues and crises as they develop, responding to young people when they need attention, going to where the action is, defusing tensions and potential violence, responding to requests by police, public officials, or other agencies for assistance in working with gangs. Such informality allows the staff to follow their instincts, to spend considerable amounts of time on the street just getting to know kids and be known by the kids, to react quickly to emergencies and crises, and to stay on top of issues. A great deal of freedom is given to each worker to patrol the streets, to develop cooperative working relationships with other agencies, to advocate for a particular person, or to develop public policy issues. The strength of this program resides in the strength and experiences of the individual staff members, rather than upon a formal program design or some system.

ARYS staff meet regularly to plan for new developments, to strategize for emergency situations, and to attempt to build more structure into the ARYS efforts.

Service Components

The major service components of ARYS are:

(a) *Outreach*: Relationships are built with troubled youth by qualified staff possessing both a special kind of street experience and the relational and counselling skills to know how to communicate and, if necessary, confront these youth. Activities include home and school visits, athletic activities, "working" local drop-in centers, trips to other cities, and visits to correctional facilities. School outreach and visits receive support from the Minneapolis Public Schools.

(b) *Family and School-Based Services*: A major operating assumption of ARYS is that many of the problems of these young persons originate within the family. And, without the eventual support of the parent(s), the likelihood of working successfully with the youth is reduced. In addition, parental support is necessary for adequate school performance, a prerequisite for successful participation in society. A special type of staff experience and skill is necessary to engage families of these children, often entailing many home visits. Staff develop and maintain positive relationships with families through individual and group counselling. In addition, staff work with the school to encourage and problem-solve around academic progress. Clients are sometimes referred to other community agencies.

(c) *Champions of Agape*: Champions of Agape is a ministry to gang members that uses the concept of agape: "unselfish concern that freely accepts another in loyalty and seeks his/her good." Using weekly group meetings, staff work with the young men and women to build caring and supportive relationships, to solve daily problems of living, and to reflect upon and use spirituality as a positive life resource.

(d) *Operation Cover-Up*: This service restores vandalized property by repainting places defaced by graffiti. Supervision is provided by ARYS staff; work crews are comprised of persons sentenced to community service by the Hennepin County Restoration Program.

(e) *Gang Hot-Line*: ARYS staff (Floyd), working along with other organizations, provide informed hot-line services to gangs likely to commit violence and to individuals experiencing difficulties from gangs. Currently, this service is being provided in conjunction with the Minneapolis Public Schools, Stop the Violence Campaign and the Minneapolis Youth Coordinating Board through the community response teams.

(f) *Prison Work*: One of the ARYS staff (Moss) continues to work with African American culture groups at the three main state prisons (Stillwater, St. Cloud, and Shakopee). Such work provides critical insight into street gang activities, since much of gang leadership is or has been in the adult prison system. Further, such prison work is considered essential, since a significant percentage of males in the African American and American Indian communities are returning convicts. Reintegration into the community is a major problem; returning convicts play a large role in influencing youth in this community.

(g) *Court Advocacy:* ARYS staff provides help securing legal representation as well as providing appropriate alternatives to the dispositional process through advocacy and relationships with court services personnel.

(h) *Convening Other Actors:* ARYS convenes groups of community outreach workers from other agencies to share information and to develop strategies for dealing with gangs. In addition, ARYS meet periodically with representatives of the Minneapolis Police Force leadership to develop working relationships and with other public officials to increase understanding of this issue.

Relational Programming

Much of the success of The City, Inc. in reaching the toughest youth can be attributed to the culture and atmosphere that surrounds this agency. The City, Inc. is not a traditional or conventional social service agency (although some of its programs are traditionally structured and run). The agency's two facilities are informal and are operated in such a fashion that kids feel comfortable, safe, and at home there.

The major cornerstone of the ARYS program involves the centrality of personal relationships and trust in the efforts to work with at-risk teenagers. The essence of the ARYS effort is the establishment of positive, personal, and caring relationships with youth who are involved with gangs or are at risk for such involvement.

It is the experience of this agency that professionalized and impersonal approaches do not work well with these youth — street kids are suspicious and distrustful of outsiders and strangers. What is required is personal knowledge and involvement — some sort of true mutuality in the relationship. Strangers cannot approach these kids. The ARYS staff are known to these youth and have worked with many of them over the years (or with their relatives and friends).

The street reputations of the ARYS workers are strong. They are well-known and, over the years, have developed "standing" and trust among street youth. ARYS is staffed by persons with extensive experience working in the African American and American Indian communities, with long-standing reputations and with credibility within these communities in Minneapolis, with personal knowledge of many of the young people and families involved with gangs, and with the interpersonal skills to engage these youth in personal influence and counselling. Unlike most programs that use young professionals as street workers, this program uses older and more experienced staff on the street. They have the experience levels and sophistication to handle sensitive situations as they develop.

Because they are willing to work hard for these kids, to accept them as they are, to go to bat for these kids, and because they never let up in dogging these kids, the adolescents learn that these staff care about them. Typically, when asked what is special about The City, Inc., kids will answer by saying that these people care about me. ARYS staff go to the kids rather than waiting for them to come through the doors of the agency or to be referred by the authorities. It is important to have a relationship with these kids before they are referred to the agency.

Finally, it is important to emphasize that the ARYS efforts are part of an attempt by The City, Inc. to establish a sense of community among young people who do not feel that they are a meaningful part of the mainstream community. Essential to establishing a sense of community is developing the feeling that "we are all in this together" -- not "I am here to help you." The operating philosophy of The City, Inc. involves acceptance, mutuality, caring, and a willingness to get on the side of the kids. The experience of the agency is that such a stance is critical to reaching street-smart kids and to gaining a comfort level that allows for the possibility for behavior change.

Such an approach is not always popular, especially with more conventional segments of the community who often view such an approach as "enabling," "coddling," or "protective of the criminal elements." Yet, more conventional approaches do not appear effective with this client population. Other approaches tend to drive off such youth and leave them outside the reach of any stabilizing and moderating influences. It is a delicate balance, since it can drift into mere "chumminess." And, it is often controversial, since it involves dealing with youth who are known or suspected of delinquent behavior and often pits agency staff against criminal justice officials (prior to adjudication).

THE CITY, INC.
1545 E. Lake Street, Minneapolis, MN 55407

While much of the success of ARYS is due to the unique background and skill of the staff, the fact that ARYS is nested within an organization (founded in 1967) with comprehensive social, educational and administrative resources also provides critical contributions.

Mission Statement: The City, Inc. is an agent of healing, growth and advocacy participating in the building of culturally pluralistic communities through relationships with inner-city young people and families.

Introduction: A culturally-oriented city-wide organization, The City's Healing, Growth and Advocacy programs are designed to work with families to address a wide range of issues including chemical abuse, employability, family relationships, basic educational and literacy, day-to-day survival and the criminal justice system. Families from a variety of cultures can rely on a single program to solve problems, or use a combination of programs whenever appropriate.

The City's Near North and South Side Offices provide easy access in the heart of inner-city Minneapolis. The following are descriptions of the City's programs in the functional areas of Healing, Growth and Advocacy.

THE HEALING CLUSTER

The Family Program offers solutions to families experiencing difficulties overcoming barriers rooted in political and economic oppression. These services, all free, include culturally-specific counseling for families, individuals and couples, therapy of emotional, behavioral, mental health and chemical dependency issues, as well as inter-agency case management, and advocacy, and a crisis intervention service for families facing the threat of out-of-home placement of children. Kupona Ni'Uhuru (Healing is Freedom) offers African American youth and families services through African traditions, values and healing orientations. Kupona staff bring to their work an African American awareness of racism, discrimination, poverty and oppression. Kupona Ni'Uhuru offers a chemical abuse and dependency prevention program for young people. The Indian Resource Pool offers American Indian youth and family services through American Indian healers and advocates. The IRP provides on-site and home-based family counseling, crisis intervention, school support and referrals, as well as offering a context for developing Indian therapists and support staff. Oshki-Bug (New Leaf) is a chemical dependency prevention program addressing chemical abuse and its impact on American Indian students and the American Indian community. The Indian Resource Pool coordinates a multi-agency effort to provide additional services within American Indian communities.

Day Treatment & Aftercare Programs offer correctional treatment alternatives and a continuum of counseling services for juveniles returning from or about to be sent to out-of-home placements. Youths are ordered to these programs through Hennepin County Juvenile Court. Services include structured daily treatment activities, individualized treatment planning, behavioral goal attainment, enrollment in The City School, family outreach and advocacy, individual case management, educational support, as well as individual, group and family counseling.

The Group Home offers a 'home-like' atmosphere where a professionally trained staff helps girls (ages 12-17) sort out a number of problems with one-on-one, group and family counseling. The Group Home program's flexibility accommodates girls and their families by offering short (shelter) stays, intermediate (treatment) stays or longer-term placement for those lacking adequate community and family resources. Parents, children, The City Staff and Hennepin County also collaborate to develop individualized treatment programs. Placement in our Group Home is arranged through Hennepin County.

THE GROWTH CLUSTER

The City School's Senior High-Program prepares students for the difficult transition to a successful self-sufficient adult life. Community building, basic academic skills and leadership development underscore the philosophy of the curriculum. Graduating students are awarded a Minneapolis Public School diploma. The school's Junior High Program provides a nurturing, supportive learning environment for 7th and 8th grade students. A low student/teacher ratio allows for individual attention and helps develop positive adult/student relationships. The City Schools are fully accredited by the North Central Association.

Adult Basic and Continuing Education is a night program offering educational services including GED exam preparation, improving basic skills and earning credits toward high school graduation.

The City's Adolescent Pregnancy and Parenting Program (CAPP) provides a variety of important support services for adolescent parents attending The City School, including on-site day care, individual case management, group counseling, family outreach and advocacy, parent education and life management skills training. Our licensed development day care facilities accommodate up to eight children, ages 6 weeks to 3 years. Day care is also offered in the summer to enable young parents to work.

THE ADVOCACY CLUSTER

At-Risk Youth Services (ARYS) is clustered within this group of programs along with...

The Project provides recreation and supervised drop-in services for 12-20 year olds within our two neighborhoods on the near north and southside of Minneapolis. Community and street outreach and crisis counseling also complement this advocacy service.

The Project on Urban Poverty is a research and policy development program that focuses upon inner-city poverty. The project conducts research, develops written products on urban poverty and welfare and provides technical assistance to inner-city agencies. The program promotes discussions of inner-city poverty and attempts to stimulate changes in programming and funding.

MAJOR ACHIEVEMENTS OF THE ARYS PROGRAM

Greater Acceptance of ARYS: The ARYS staff have gained increased acceptance and respect from young people on the street, by their parents, by leaders and members of the inner city communities, by civic leaders, by school officials, by the police leadership, and by gang leadership and members. This was not always the case; ARYS staff have had to prove themselves by their actions, activities, and commitment. Today, ARYS leadership is sought out by community, civic and police leadership during times of community upheaval and gang violence. ARYS staff have also become critical to Minneapolis Public School officials, who have recently included them on planning committees of the schools and by increased invitations to become involved in school activities.

Controlling Violence: ARYS staff continue to patrol trouble spots of Minneapolis and to work with the large groups of youth congregating on the streets. These situations often involve controlling outbreaks of violence, many of which involve weapons. ARYS staff are also on alert to respond to eruptions of violence between gangs and other volatile situations. In situations where violence occurs, ARYS staff are often critical to the re-establishment of order.

Programmatic Impact: ARYS staff are critical in providing outreach and crisis linkages to young people and families once they are enrolled in other programs at The City, Inc. Without these linkages, the possibility of effectively working with these young people and families is diminished. The partnership between ARYS staff and other staff at The City, Inc. requires frequent formal and informal coordination and, sometimes, frequent readjustment of intervention strategies. Data on ARYS enrollees from the last six months indicates success in reaching these young people:

- 75 percent of ARYS clients participating in The City School met the credit-earning objectives (three credits per marking period);

- 98 percent passed the Minneapolis Public Schools Benchmark test;

- Juvenile justice system recidivism was 17 percent.

Development of a Gang Council: ARYS staff have continued to work toward the formation of a gang council in the Twin Cities. The primary goal of the council will be communication between gangs for the prevention of inter-gang, community and law-enforcement violence. ARYS staff have met regularly with major African American gangs and American Indian Gangs. ARYS staff have also held initial meetings with Asian gang representatives. Responses from gangs have been encouraging, as gang leaders are initiating contact with ARYS staff to obtain consultation and help in negotiating peace. Also, gang leaders and members have evidenced a greater willingness to commit themselves to a peaceful working out of conflicts through the council.

Working Agreement with the Minneapolis Police Department: Recent meetings between police leadership and ARYS staff have focused on ways the two groups might work together in an improved way and on ways to agree on procedures to be followed by both staffs. The groups have outlined a plan for working out problems between the two groups and for dealing with the media during volatile situations. In addition, initial staff training and orientation meetings have been scheduled with an emphasis upon issues related to mutual cooperation. Good progress has occurred, resulting in an initial plan for future collaboration.

Strengthening Collaborations with Youth-Serving Organizations: ARYS staff has built a number of collaborative efforts with other youth-serving programs, including the Stop the Violence Campaign, Minneapolis Public Schools, and Young Life. ARYS staff meet regularly with members of these organizations to plan strategies and services related to the needs of at-risk youth.

Data System Organized: Data for 1990 has been compiled and efforts to improve data collection are in process.

CHALLENGES AND NEEDED IMPROVEMENTS

Programmatic Issues

Six critical programmatic issues continue to challenge the ARYS staff.

1. *The Volatile Gang Situation*: Increasing numbers of young people are getting involved in gangs and getting into trouble. The number of youth in need of support and outreach continues to grow. The ARYS staff is small and can reach only a portion of the young people involved. While ARYS has made good inroads into gang leadership and has demonstrated the ability to mediate gang conflicts, the level of violence and inter-gang hostility continues to be a problem. The escalation of gang rivalries and hostilities, at times, swamps the progress made. It is not unlike the proverbial two steps forward, one step backward. Overall, progress has been made, but it is sometimes difficult to recognize.

2. *The Impact of Emergencies on Routine Responsibilities*: A second issue is the continual need to balance attention to emergencies with attention to the ongoing work of outreach to youth. ARYS staff have become recognized as the principle people capable of quelling disputes and controlling gang disputes. The amount of ARYS staff time devoted to controlling violence and maintaining peace between rival gangs has increased dramatically. To some extent, ARYS program activities are becoming dominated by efforts to contain gang fighting and violence. This sometimes makes it difficult to carry on the day-to-day outreach activities of the program, much less focus attention on internal management and training of new staff.

3. *Relationships with Police*: Relationships between ARYS staff and the Minneapolis Police Department remain somewhat volatile, primarily because ARYS hires known gang members as staff and the programs ongoing relationships with gangs. However, police leadership also recognize that ARYS is the only staff dealing with gang youth and often express their need for ARYS assistance in violent situations. While progress has been made in opening up the dialogue, the relationship is still quite tentative and subject to derailment by external events, especially incidents of gang or police violence.

4. *Relationships with Gang Leadership*: Initial efforts of ARYS staff to talk with gang leadership were met with hostility and suspicion. Gang members were sometimes hesitant to trust ARYS staff because of their

public cooperation with the police. While much progress has been made in gaining the trust and cooperation of gangs, any collaborative efforts between ARYS and the police need to be gone about carefully because of the concern for loss of credibility of ARYS staff with gang members.

5. *Staff Development*: The active recruitment of ARYS outreach staff from gangs creates difficult staff training and development challenges. Persons joining the ARYS staff come with experience, maturity, work attitudes and behaviors that differ from those expected by mainstream organizations. Part of the challenge is to instill sufficient understanding of mainstream criteria to insure that activities occur as planned, that data requirements are met, and that their past friendships do not interfere with their staff responsibilities. The agency is now in the process of re-examining its overall training and development needs.

6. *Data System*: The problems and challenges of tracking caseloads and services to ARYS enrollees continues. While initial efforts to develop a data system have paid off, much work remains — to refine the categorization system and making it more inclusive of all the activities of the program.

An Individual Behavior vs. Structural Barriers Focus

The initial successes of ARYS and The City, Inc. is due, in part, to the comprehensive nature of its services, its emphasis on relationships, the unique background and skills of its staff, and its insistence that effective intervention involves both efforts to change individual behaviors as well as strong advocacy to remove structural barriers facing young people of color in the inner city.

Traditional conservative ideology would lead us to believe that the problem of the inner city and inner-city gangs is primarily one of lack of individual responsibility and the detrimental effects of government programs that create dependency. Conservatives typically argue focused traditional values, discipline and a sense of responsibility are the critical ingredients necessary to reverse the trends in the inner city toward greater violence, crime, gang behaviors, and welfare dependency.

The experience of The City, Inc. and, specifically the ARYS program only partially agrees with the conservative message. We agree that values, discipline, and a sense of personal responsibility are important and necessary ingredients for young people, especially young people on the street who have had repeated negative experiences with traditional community institutions and representatives and who generally view the dominant culture with suspicion, hostility, and distrust. However, we strongly disagree with the conservative message on how to change values, behaviors, and feelings of ownership and responsibility. It is our experience that when this message comes from representatives of the dominant culture (or even more middle-class representatives of minority communities), it tends to sound like preaching from afar and is generally ignored or rejected as irrelevant. Our experience suggests that such behavioral and values changes can occur — but the message must come from a trusted source with whom the young people can identify. We also would stress the importance of the message being delivered in the context of traditional cultural values, recognizing that many significant relationships will only occur within the cultural community of the young person and that membership in these cultural communities entails access to important cultural healing techniques and to supportive social networks.

On the other hand, conventional liberal ideology generally argues that the allocation of resources to problems of low-income families and racial/cultural minorities must be increased and that the elimination of the structural barriers of racism and discrimination and of poverty and unemployment are paramount. According to liberal thought, a focus on individual deficits without commensurate attention to historical inequalities is self-serving to those in power and short-sighted.

Similarly, we find much to agree with in traditional liberal ideology but also find it lacking. Structural barriers exist and cannot be dismissed as historical irrelevancies or as minor. Racism and discrimination are a fact of life in the inner city and cannot be minimized by glib references to affirmative action laws or corporate hiring practices that have benefitted the middle class but generally missed lower-income families. While we can point to large components of the public budget devoted to health and welfare, a closer analysis reveals that much of public welfare budgets are directed at population groups other than inner-city residents and that a decade of serious erosion in federal funding for public welfare has left most families with severely constricted benefits and without necessary resources to support employment attempts. In these senses, we agree with much of liberal analysis.

On the other hand, we find liberal analysis to be shortsighted in its over-reliance upon government as the necessary helping hand, upon its glib confidence that increases in revenues results in effective programming (especially in regard to inner-city programming), and in its over-reliance upon service strategies. It is our experience that government agencies and, for the most part, the majority of traditional nonprofit agencies are quite unable to reach inner-city young people, especially from the African American and American Indian communities. The staffing patterns, the programming style, and the bureaucratization and management orientation of these organizations are, themselves, barriers to effective service delivery to this population group. Further, most resources devoted to the problems of the inner city and of gangs tends to get routed to conventional agencies, who are more acceptable to middle-class decision-makers and to the public at large. Effectiveness and access tend to be sacrificed at the alter of respectability. The initial successes of ARYS and The City, Inc. is due, in part, to the comprehensive nature of the services, the focus on relationships, the unique background and skills of staff and the emphasis on both social and educational outcomes as well as advocacy for human and community rights. Finally, services to young people and their families will inevitably be inadequate if not coupled with attention to structural reform — of schools; of the police; of employment discrimination; of economic development strategies. The comfort we derive from the service message is misleading and false; more money for social services, without the necessary institutional change and structural reform, will fall short of the most meager expectations. In our judgment, to prescribe more services as the solution is merely to "manage" social problems rather than to solve their underlying causes.

It is our experience that both the liberal and the conservative perspective have something to offer, but that they are lethal if taken full dose. The conservative ideology must be balanced with an understanding of the importance of relationships, culture, and community. The liberal ideology, similarly, must be balanced with an understanding of the importance of nontraditional approaches, of access to gang-involved youth, of the importance community-driven strategies rather than bureaucratically-driven interventions, and of the necessity to move beyond a social service strategy and to advocate for structural change.

The ARYS program attempts to do both — to develop strong relationships with young people involved with or at-risk of involvement with gangs in order to create behavior and value change and to advocate on behalf of inner-city youth and families of color who see themselves victimized daily by poverty and racism.

Critical Access To The Economic Mainstream

Program statistics collected over the past ten years demonstrate that young people who participate in programs at The City, Inc. improve their reading, writing, and math skills, as measured by standard tests administered by The City School, and that they stay out of the juvenile justice system, as indicated by data from court systems. Also, we know that families involved in our program report successful resolution of their presenting problems, as measured by pre and post measures. Infants and toddlers in the developmental day care program display developmental progress, as measured by standard development tests.

However, the major challenge facing ARYS and The City, Inc. is the fact that, unless these programmatic efforts and successes result in access to the economic mainstream of this society, we will continue to produce young people and families who have the requisite social and educational skills but no economic rewards to show for the effort. The City, Inc. does not have, by itself, the capital resources, entrepreneurial experience, or the the business acumen to provide this access by itself. As a result, we need to seek out other partners to develop access to the economic system. To date, this has not been easy or particularly successful, because there is general reluctance to fund new economic development approaches, the "right" partners to bring to the table have been difficult to identify or to persuade to take on such a risky population, and the needed time to develop such a new approach continually must take a back seat to the demands of administering the day-to-day demands and crises of ARYS.

The Importance of Diverse Funding

We also believe that multiple funding sources are critical to the initial and long-term health and survivability of programs such as ARYS. ARYS has been, and continues to be, a controversial approach to a problems that most people want to ignore. In this context, federal funding becomes critical. In the case of ARYS, without federal funding, the program would not have gotten off the ground. It the beginning, it was virtually impossible to convince local funders in the Twin Cities (governmental agencies; foundations; corporations; United Ways) of the need to fund this new program. Two years of intense fundraising attempts netted no local funders. It was not until the federal funding was secured that we could even begin to enter a serious conversation with local funders. Now, we have generated local funding for ARYS, although it is still somewhat modest.

Secondly, the importance of a diverse funding base cannot be overemphasized. Multiple investors are important for at least two reasons: (1) Spreading the financial burden across many funders insulates the program from the shock of losing any one funder; (2) Financial involvement with a diversity of funders increases the scope of potential influence of the program. A financial relationship opens the door to a more meaningful dialogue about gangs, about inner-city problems, about investing in the lives of young people, etc.

The City, Inc's current funding resources, although a continued challenge to raise, reflect an important and diverse base. It is one that provides the opportunity for multiple investors to participate in providing solutions and resources to inner city communities in trouble. In 1991, approximately $500,000 or 17 percent of the overall budget for The City, Inc. comes from the United Way, roughly $1,000,000 or 33 percent comes from city, county, state or federal governments, and $1,500,000 or 50 percent comes from corporations, foundations, churches, and individuals.

Mr. **Martinez**. Thank you.

Mr. Cotton?

Mr. **Cotton**. Farley.

Mr. **Martinez**. Okay. Farley.

STATEMENT OF FARLEY COTTON, ASSISTANT OUTREACH COORDINATOR, AT-RISK YOUTH SERVICES CITY, INCORPORATED, MINNEAPOLIS, MINNESOTA

Mr. **Cotton**. I am a member of an organization called Vice Lords. I am currently employed at the City, Inc. as a senior outreach coordinator for At-Risk Youth Services. I am here mainly to speak about myself and what I do.

I have been involved with the Vice Lords Nation since I was 14 years old. I got involved because my brother was a member, and it escalated from there. I have gang-banged. I have participated in other unacceptable activities.

Two years ago, I permanently lost my hearing in my right ear because of some organization activities. A year ago, I lost my brother to a conflict of organization activities.

I speak to you, because like many other of our members, I am not anti-organizational. You use the word gangs. We call ourselves an organization.

Our main focus is not to deter people from being members, because it is not against the law to belong to an organization. I know that whatever you do, it is your individual and group choice. You can make it good or bad.

I also know that all organizations have bad points and some have good points. My organization has more good points and qualities. Some of these I would like to tell you about.

The first one is that we set aside a time for spiritual growth. We call on Allah to help us find serenity and strength to love each other as we love ourselves and take pride in our African American heritage.

Our second one: Our organization philosophy says that the enhancement of one's self-esteem is necessary for one's positive self-determination and their subsequent ability to work well within a negative mold or behavior one finds in the inner city black community. Then we could save lives, which are being lost at an alarming rate.

The third one: Success is not for elite, the most educated or the wealthiest. Success is for those who want it, plan for it and take action to achieve it. These are some of the things that the Vice Lords teach and we have been taught.

Because of the escalating negative organization's related activities now taking place, to stop this growth, it is necessary to talk with the leaders, the members of all these organizations. We can meet at a table. We can talk to eliminate some of these confusions and anger. They can be challenged to train and retrain these members, their minds toward keeping peace and growing.

Therefore, ARYS' success is being put together in an organization called a Gang Council, consisting of three members from every group in the Minneapolis inner city who are African American, American Indians, Asian and European.

My present work is with the inner city low-income children and adults in the black community where negative attitudes have created problems. My clients are mainly between 16 and 24 years of age. They are found in the unemployment line with few avenues for improvement, unable to break out of the cycles of poverty and the sprawling high school drop-out rate.

Most of these young people are virtually burdened down with negatives from the mainstream of society. They are being taught by the streets and their peers. They have given up, and they will soon be implicated in the State prisons or juvenile reformatory.

Among all of these, there are many other reasons ARYS hires its staff from every organization and lifestyle to adequately meet the demands of these young people. ARYS' staff, therefore, have the ability and guts to represent themselves and this community well both within the system and our community.

I have a story that is called the "Booker" case. It is not a story, just a short thing I think is important. It is called the "Booker" case.

About 2 weeks ago—I am coming from the ARYS' standpoint of being a member of an organization. My professional standpoint is he is a young friend, so it is kind of hard. They found him here. He had been missing about 3 weeks. Somebody had beat him and tied him up. You know, left him in a basement.

I am from the south side, but the north side I work where we have our office. Any time there is a youth involvement, we are called in because it is highly organized and gang-oriented over there. We come in. I don't like death, so I didn't go right away. I didn't know it was one of these young guys I worked with for about an hour.

When I come back, they told us. My first instinct has been that I have to take a professional standpoint first. I have to go to his friends and family, because right away, you know, they'll retaliate. They'll do stuff that I am trying so hard to teach them that if you are going to say you're something, you have to carry—you know, we are taught a certain way. You have to be proud.

So if you are going to carry the name Vice Lords, our first step is not to give the community something to ridicule us about, and they showed them that we are not all bad. Some of us do want to come out of this.

We went over there. It was hard. Everybody was upset emotionally. So then the next standpoint I have to take we have to go to the family and give our support. We go as our group in our name since he was our friend. We carried our name, because that is the name we have chose to take with us.

Then at the wake, we show support. We're there. We come in numbers to help in case nothing gets out of hand. Just as support to help his family, the ones that can't take it. We help set up. We're just there for moral support. We took a collection to help the family, because his mom is not well off.

Then we celebrate for our brothers and sisters that we lose, because we feel that they are going to something greater now. They are not down here with all these problems.

So I took the harder group to go with, because I knew they were the ones that would get upset and run out in the street, the ones that might play these games and shoot at people, shoot at somebody because we lost somebody.

I had to sit there with them and go through all this pain and anger, because growing up, I was like the war counselor of my group. So my thing was to protect us in my neighborhood. When it was time to do something, I had to take the first step. And then sit down if it didn't work. We just had to do what we had to do.

So it is hard for me now to take this position and tell them there is another way we could do it. We could fight this another way, plus we didn't want to involve the law system. We didn't want to implicate—they had already said it was gang-related, and we didn't want to bring no more problems to us. For any other young people around they neighborhood, they do them sweeps and stuff.

So we let it go by, and then we just did a community dinner at the center for his family. We all participated just to support it.

Our main focus is just to show the community that if it wasn't for ARYS and the city that gave me a chance, there wouldn't be no cause. We would be left out there. I am one of the ones that they figured wouldn't make it to 18. I am 27.

I think I just wanted to tell you that story, because it is hard. You had to be there to understand it. Where we come from, it is having a job and being part of something that the community fights us so hard and that the city has taken a lot of pride in giving up a lot of sweat to give us a chance.

[The prepared statement of Farly Cotton, Sr. follows:]

TESTIMONY OF FARLY COTTEN, SR.
Assistant Outreach Coordinator of At-Risk Youth Services

Good Morning, ladies and gentlemen . My name is Farly Cotten, Sr. I am a member of an organization called the Almighty Vice Lords. I am currently employed at The City, Inc. as a Senior Outreach Coordinator for At Risk Youth Services (ARYS). I am here to speak mainly for myself and what I do.

I have been involved with the Almighty Vice Lords Nation since I was fourteen (14) years old. I got involved because my brother was a member and it escalated from there. I've "gang-banged" and participated in other unacceptable activities. Two years ago, I permanently lost the hearing in my right ear after some "organizational activity."

I speak to you because I, like many others of our members, are not anti-organization. You call us "gangs." We call ourselves an organization. My main focus is not to deter people from becoming members, since it is not against the law to belong to an organization. I know that whatever you do, it is your individual and group choice. You can make it good or bad. I also know that all organizations have some bad points and some good points. My organization has more good points and qualities than bad. I would like to tell you about some of these good qualities:

1. We set aside time for spiritual growth. We call on "Allah' to help us find the serenity and strength to love each other as we love ourselves and to take pride in our African-American heritage and culture.

2. Our organization's philosophy says that the enhancement of one's self-esteem is necessary for one's positive self-determination, and one's subsequent ability to work well within the negative mode of behavior one finds in the inner-city Black communities. Through this enhancement, we can save lives that are now being lost at an alarming rate.

3. Success is not for the elite, the most educated or the wealthiest. Success is there for those who want it, plan for it and take action to achieve it.

These are the things the Vice Lords Nation teaches its members.

The organization-related negative activities are continuing to escalate. In order to stop the growth of these negative activities, it is necessary to talk with and organize the leaders and members of all the organizations. If we do this, we will be able to meet at the table and talk to eliminate some of the confusion and anger that exist between the different groups. Leaders of organizations can be challenged to train and retrain their members' minds toward keeping peace and growing in positive and productive ways. Therefore, ARYS is currently putting together an Organization Council consisting of three (3) members from every group in the Minneapolis inner city. We have already talked with some of the African-American, American Indian, Asian and European organizations and they have agreed with this plan.

I presently work with inner-city, low-income youth and adults in the African-American community where a set of negative attitudes have created problems. My clients are between sixteen (16) and twenty-four (24) years of age. They are found in the unemployment line with few avenues for improvement, unable to break out of the "cycle-of-poverty" and a spiraling high school drop-out rate. Most of these young people are virtually burdened down with negativeness from the mainstream of society. They are being taught by the "streets" and by their peers in the street who have given up, and they soon find themselves in juvenile reformatories or state prisons.

For all of these and many other reasons, ARYS hires its staff from every organization and life-style to adequately meet the demands of these young people. The ARYS staff, therefore, have the ability and the guts to represent themselves and this community well, both within the system and in our community.

I would like to tell you about an event that I was involved in recently, both as a worker with ARYS and a member of the Vice Lords.

About two weeks ago there was an incident that happened with a youth we knew that was involved in the program at The City, Inc. He was found murdered and tied in a basement on the Northside of Minneapolis. Usually, when there is a youth involved in a death or criminal activity over North, ARYS is alerted. I got a call on the phone and went over North, but not to the house where the murder was because I don't like to see the bodies. An hour later I found out that the murdered person was a youth that I was directed to work with through ARYS, and that it was a young brother involved in the organization I belong to.

Right away I talked to The City staff and the other ARYS staff that were there. My role in ARYS was to see what happened in the situation and to find out what the family wanted us to do. Then, as being part of the organization, I went straight and talked to his (the murdered youth's) friends. I went over there and talked to them and tried to see how they were doing and we just talked. I sat around for a half hour and tried to get them to see that violence was not what we wanted to show the community right now. They were hurt, but they were not going to do anything right away, so I left. I came back later on at night about three hours later and I talked to his friends again and everything was pretty smooth.

Then my next step was going to the wake. I went with a few brothers that I knew would take it hard. I talked to ARYS and City, Inc. staff when they came and we just took steps to make sure the family could handle what was happening. We wanted to make sure there was no trouble -- you know how people would take it hard -- and just being in the organization, to give my support to the family and friends. I helped everybody walk by so nobody would end up upsetting his mom and his family. Then I just took a position outside and maintained order outside.

Later on that night I went to a house with about nine other brothers who were taking what had happened kind of hard. It is hard to believe, but we celebrate when we loose a brother; just to know that he is going some higher place and that now we don't have to worry about whether he is hurt or not. So I went there because I knew they were celebrating too much, and I knew they were going to want to go out and do something to somebody. I went with them and rode with them half the night while I talked to the ones that really wanted to get into it. I told them that causing more violence is what the news people wanted us to do, and went on about what they said on the news, like "a gang member drug deal gone bad." I said that that is what they want us to do, so they can just knock us and label us as bad, and how we are already labeled. After that, the night went pretty smooth, and I went back everyday for about three days to talk to them.

On the day of the funeral, I went to The City, Northside because the staff and people were having an appreciation dinner for the dead youth's family and some people were talking for him. I went there just to be there as an ARYS worker and as an organization member, to show the love and respect that we have for him. I wanted his mother to know that we are still friends, and that even though her son is gone, we are still here. We took up a collection. His mother wasn't doing too well. Then we celebrated there. I had to take up as an ARYS worker at that point, and sit back and let them celebrate and just help with organizing to make sure that everything went well.

After talking to a few of the brothers who were taking what had happened really hard (members of the organization), they agreed with me that we need to show the community that all of us in the organization aren't bad, and show them that we are going to let the law handle the situation this time. We said that we wanted to show them that we can do some good, and we just want the same respect. We wanted to let them give us some respect and we are giving them a chance. We are trying to put what we believe in into the community, and we want the community to put into us and give us an equal chance.

Thank you for this opportunity to speak with you.

Mr. **Martinez**. Well, it is harder for you and being in that situation. I understand that. I grew up in a gang neighborhood and understand the pride. I always considered it a kind of a false pride, though, because they would do one of ours. We'd go do one of theirs. We were killing each other.

And really, most of our suppression came from outside our own communities. Our denial of access to education or opportunities wasn't created by those that were in our community, because we were all in the same boat. It came from outside. But we were never at war with the outside; we were always at war with each other. I always thought that that was really stupid, foolish.

I think someplace in your life you come to the realization that killing each other and doing one to do one up on the other out of pride isn't really the way to go. I assume that in your interaction with these people at this time, that there was no retaliation.

Mr. **Cotton**. No. There was nothing brought back.

Mr. **Martinez**. Well, you did yourself proud. You did your people proud. When I say your people, I mean the group that you are associated with, even though you are now working from a little different angle. You actually are doing an outstanding service.

It may be in a small place in a part of our country, but the more things are done like that and the more that word goes out and spreads across the country, more people are going to be willing to come and emulate you and say, "Hey, I am the one that brought peace to our neighborhood and community."

I agree with what you said about attitudes. It is really all in the attitude. A lot of us start out with a bad attitude, but we have positive influences.

I commend you, too, for being a positive influence because it is those positive influences that keep talking to us, keep punching us in the head with those thoughts and ideas. But hey, there is a better way. You just said it. There is a better way. We don't have to do it this way.

I am very taken with that story. I can empathize with it and I am glad it is in the record. Maybe we can get some of our colleagues to read it and understand it, too.

Mr. Banks?

STATEMENT OF EDDIE BANKS, ADMINISTRATOR, METROPOLITAN POLICE BOYS AND GIRLS CLUB, WASHINGTON, DC

Mr. **Banks**. Mr. Chairman, it gives me great pleasure this morning to come before you to make this presentation.

My name is Eddie Banks, and I am presently field director for the Metropolitan Police Boys and Girls Club. I am a retired police officer of 20 years. Seventeen of those 20 years was spent within the Youth Division of the Metropolitan Police Department, of which I still work with the Police Boys and Girls Club.

The primary objectives of our grant of the provision of early intervention services to the high-risk youth who live in high-risk area that relate to drug and gang activity. We have many, many phases of the program or components of the program.

But I will name three of the highlights of our program, one of which is the satellite program and its development of the total parenting partnership through preventive education program. This links the public, private and parochial schools, private organizations, government agencies and the community into a total parenting partnership where each individual is a responsible role model for each of the other members.

In the Finsbury Square project, which is Satellite Clubhouse, we have positive interaction between the parents, child, the community, the school and this total parenting partnership.

Another major accomplishment in the success of this early intervention program, which is a component of our youth, gang and drug program, is that the operational guidelines for the management and delivery of this early intervention project services are designed to establish a systematic approach for implementation and program evaluation. This includes project management and operations. Counselor's supervision, referrals of participants, policies and procedures for interviews and ongoing counseling, treatment and activity planning with follow-up interviews and data collection.

These are important segments of the program's evaluation process. This program has gained momentum and is now recognized as a positive alternative to the Juvenile Justice system where we presently handle more than 200 cases.

In conjunction with the ongoing program of the Youth Gang Intervention grant is the establishment of the Family Retreat Program located at Camp Ernest W. Brown, which is owned and operated by the clubs in Scotland, Maryland. This family retreat program component consists of two direct approaches to minimizing adolescent delinquency over a period of ten weekends during the summer months.

The clubs plan to expand the number of weekends and participants and to cover the costs. Each weekend retreat consists of creative interactive techniques designed to enhance communication and support to 20 to 25 boys and girls and at least one parent per setting.

The first approach consists of teaching values and appropriate behavior through supervised experience, while the second seeks to provide opportunities for the individual or family therapy through sports and crafts. Core activities consists of creative dance, psychodrama, play acting, outdoor sporting events, therapeutic art, competitive game, story-telling and psycho-educational group discussions.

Parents are involved in support group discussions and parenting skills, building exercises and creative writing.

Collectively, the various activities are designed to teach positive values to enhance parent and child communications and to improve behavior by preventing further delinquent behavior and the maladaptive parenting from high-risk families.

The youth and their parents are recruited from the early intervention project and the satellite clubhouses, the public and assistant housing projects, as well as the regular members of the Police Boys and Girls Clubs. The clubs also serve 2,500 boys and girls at nine weekly camping sessions at our camp.

During the summer residential camping, residential camping experience, boys and girls from 8 to 13 years old are served with a variety of camping activities, including swimming, boating, hiking, sports, crafts, discussions of substance abuse, AIDS awareness, health and nutrition, environmental issues and cultural enrichment.

An important element of the weekly experience and accent is on discussions of violence reduction and anger management—very high in our program—are led by trained consultants working with role-playing, video-taping and age-specific groups of children. The videos will be used in clubs peer counseling programs.

An added feature to the current grant program is the establishment of the on-site crisis team. With both satellite clubhouses located in high homicide rate areas, the crisis team administers to the community when a death occurs in close proximity to the clubhouse or when the local population is particularly touched by homicide. This team consists of medical interns on call from Georgetown University to administer to our clubhouses.

At this writing the Metropolitan Police Boys and Girls Club has already finished negotiations with the Department of Public and Assistant Housing to open its third satellite clubhouse in the high-crime area of the Valley Green housing complex.

I make this point, because I heard you say earlier, Mr. Chairman, how the Boys Club of America is making these inroads into public housing. That is a very important part of what we are planning on doing with this being our third satellite clubhouse opened right in the midst of one of these public housing complexes.

The dialogue has already been established with the community leaders and we are prepared to deliver the same kinds of resources as in the other two housing complexes. This is being received with much enthusiasm from the community and its leaders.

The Metropolitan Police Boys and Girls Clubs are excited about the ability of this grant to provide services, other than those of a recreational nature. The youth gang grant has allowed us to reach the families to become more involved in schools and to give some other, much-needed alternatives in the judicial process.

I particularly believe that we should have the opportunity to expand this program through the entire community through the Metropolitan Police Boys and Girls Club. We could very well become a more effective asset to our local government's fight against juvenile crime.

As it stands now, this project is operational in only two of our city's seven wards. In those two wards, the caseload for our early intervention program since its inception is 137 boys and girls. Therefore, the potential caseload for the entire city could be enormous. And this is a city that could use all of the intervention and effective diversion policies as possible.

The Metropolitan Police Boys and Girls Club with the Youth Gang Project has established, in effect, three community service centers, providing comprehensive services for those living in the boundaries. We strongly feel this program should continue with the room for expansion.

Early intervention means providing a variety of activities and services to our young people's alternatives to choosing gang and drug involvement.

The Metropolitan Police Boys and Girls Club gets no government funding for its regularly run programs. All of our funding come from individuals, corporations, foundations, the United Way and capital fund-raising campaigns.

Thus, an important program such as Youth Gang Project and its ability to get to the core of problems of some of our young people and their families makes me feel that the last natural resource of this country—our youth—will remain an endangered species for some time to come without the continued support of our government.

Thank you very much.

[The prepared statement of Eddie Banks follows:]

CHIEF ISAAC FULWOOD, JR. METROPOLITAN POLICE DEPARTMENT
MAJOR ERNEST W. BROWN, FOUNDER

ROBERT J. BOWEN, PRESIDENT
SOLVIN GORDON, FIRST VICE PRESIDENT
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MAVOURNEEN McCARTHY, ASSISTANT SECRETARY
WILLIAM DENNEY, TREASURER

LINWOOD WHITE, ASSISTANT TREASURER
CLAY GOLDSTON, CONTROLLER
ALLAN ZIMMERMAN, GENERAL COUNSEL
WILLIAM JEPSEN, ASSISTANT GENERAL COUNSEL
LIEUTENANT RUPERTE HAMILTON, POLICE DIRECTOR
FRED THOMAS, EXECUTIVE VICE PRESIDENT

METROPOLITAN POLICE
BOYS AND GIRLS CLUBS D C

4103 BENNING ROAD, NE WASHINGTON, D.C. 20019

(202) 397-CLUB
FAX [illegible]

PAST PRESIDENTS

WILTON J. LAMBERT
JAMES E. COLLIFLOWER
MORRIS CAFRITZ
H. CLIFFORD BANGS
RAYMOND F. GARRITY
JOHN A. REMON
ROBERT C. SIMMONS
DR. JOSEPH L. B. MURRAY
WASH B. WILLIAMS
RALPH D. PITTMAN
LEON CHATELAIN JR
FRED A. SMITH
THOMAS G. CARNEY
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OMER W. CLARK
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MANDELL J. OURISMAN
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WILLIAM M. TROCKMORTON
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JACK J. BLANE
HON. EVAN HOWELL
J. LEO LYNCH
WILLIAM S. HARPS
DR. EVERETT J. GORDON
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IRVING KATOR
RAOUL BLUMBERG
OWEN W. DAVIS
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KENNETH E. SPANN
RICHARD ENGLAND
CHARLES E. MORGAN
HERBERT N. HARMON

July 17, 1991

Committee on Human Resources
Youth Gang Drug Prevention Program

Reference: 90 CL 1045

Dear Committee Members:

The Metropolitan Police Boys and Girls Club (MPBGC) is a private non-profit 501 (c) (3) organization. It was founded in 1934 to provide a police supervised recreational program to occupy the youth of our city during their time after school. It currently operates ten clubhouses throughout the city and a summer camp at Camp Brown in Scotland, Maryland. Operational staff is provided by the Metropolitan Police Department's Youth Division and its Delinquency Prevention Branch.

Policy direction for the Metropolitan Police Boys and Girls Club comes from a board of directors drawn from a group of 160 prominent business and professional men and women. Police Officers and Fire Fighters, both active and retired, who have volunteered to serve on our board of directors.

Boys and Girls are eligible to join the Metropolitan Police Boys and Girls Club between the ages of 6 and 18. The membership fee is $1 dollar. Program activities include: athletics, job counseling and referrals, educational assistance, social activities, performing arts, leisure programs, intergenerational programs, and a summer camping program.

The Metropolitan Police Boys and Girls Clubs (MPBGC), in cooperation with the Metropolitan Police Department, the D.C. Public Schools, and the Progressive Life Center, carried out when a prevention and early intervention program for those youth who faced the risk of being recruited

United Way

into gang-related activities in their communities.

The primary objectives of the grant are the provision of early intervention services to those high at-risk youth who live in areas of the city with the highest level of drug-related activities, and the establishment of satellite Metropolitan Police Boys and Girls Clubs for these at-risk youth. The satellite clubhouses are located in Wards 7 and 8 in Finsbury Square and Washington Highlands. Finsbury Square has a strong parental component and an active parent advisory group with a total membership of 50-60 boys and girls. The Washington Highlands has a membership of approximately 85 youth and has been involved with organizing the Orange Hat Patrol (a group of citizens who patrol the streets of the community during evening hours to help reduce crime in their area), and the Tenants' Advisory Committee. Both facilities are currently serving 12 schools in the area. These satellite facilities interact with the parent clubhouse, #11, located at 620 Milwaukee Place S.E., with approximately 100 boys and girls participating daily. The staff of Clubhouse #11 provides transportation for the boys and girls to participate in karate, athletic team play, movies, and an intervention program. The interaction of the youth of both facilities is valuable in the intervention process.

One of the highlights of the satellite program is the development of the Total Parenting Program through the Preventive Education Program. This links the public, private, and parochial schools, private organizations, government agencies, and the community into a total parenting partnership where each individual is a responsible role model for each other member. In the Finsbury Square Satellite Clubhouse, the clubs have seen positive interaction between the parent and the child, the community and the school through this total parenting partnership.

Another major accomplishment is the success of the Early Intervention Program (EIP). Operational Guidelines for management and delivery of the EIP project services are designed to establish a systematic approach for implementation and program evaluation. This includes project management and operations, counselor supervision, referrals of participants, policy and procedures for interviews and on-going counselling, treatment and activity planning with follow-up interviews and data collection. They are important segments of the program evaluation. This program has gained momentum and is now recognized as a positive alternative to the juvenile justice system.

In conjunction with the on-going program of the Youth Gang Intervention Grant is the establishment of the Family Retreat Program located at Camp Ernest W. Brown, which is owned and operated by the clubs in Scotland, Maryland. This family retreat program component consists of two direct approaches to minimizing adolescent delinquency over a period of ten weekends during the summer months. The clubs plan to expand the number of weekends and participants and to cover the cost. Each weekend retreat consists of creative and interactive techniques designed to enhance communication and support for 20-25 boys and girls and at least one parent per child. The first approach consists of teaching values and appropriate behavior through supervised experiences, while the second seeks to provide opportunities for the individual or family therapy through sports and crafts. Core activities consist of creative dance, psycho-drama, play acting, outdoor sporting events, therapeutic art, competitive games, storytelling, and psycho-educational group discussions. Parents are involved in support group discussions, parenting skills building exercises, and creative writing. Collectively, the various activities are designed to teach positive values, to enhance parent/child communications, and to improve behavior to prevent further delinquent behavior and maladaptive parenting from high risk families. The youth and their parents are recruited from the Early Intervention Project, the Satellite Clubhouses, the Public and Assisted Housing Projects, as well as the regular membership of the Police Boys and Girls Clubs.

The Clubs also serve 2,500 boys and girls at nine weekly camping sessions at Camp Brown. During these summer residential camping experiences, the boys and girls from 8-13 years old are served with a variety of camping activities including swimming, boating, hiking, sports, arts & crafts, discussions of substance abuse and AIDS awareness, health and nutrition, environmental issues, and cultural enrichment. An important element of the weekly experiences, an accent on discussions of violence reduction and anger management led by trained consultants working with role playing and videotaping in age specific groups of children, will be added through this grant. The videos will be used in the Clubs' peer counseling programs.

An added feature of the current grant program is the establishment of the on-site crisis team. With both satellite clubhouses located in high homicide rate areas, the crisis team administers to the community when a death occurs in close proximity to the clubhouses or when the local population is particularly touched by a homicide. This team consists of medical interns on-call from Georgetown University to administer to the clubhouse members affected.

The clubs are pleased to report that a very good working relationship has been established with the Center for Child Protection and Family Support, which also receives funding for a youth gang project. The clubs, represented on a board set-up by the Center, are kept advised and up-to-date of their progress, and the clubs provide space in one of the clubhouses for the Center's programs. Another private non-profit group, the Center for Child Protection, is contracted by the clubs to manage the family retreat component of our grant. The association with both the Center for Child Protection and Family Support and the Center for Child Protection is outstanding.

Additionally, the clubs contracted with the foundation to perform an evaluation of the Youth Gang Intervention Grant. In continuation of our Youth Gang Intervention Grant for the remainder of the year, the clubs will vigorously pursue efforts to curb youth violence through programs that are intended to identify and change criminal thinking.

At this writing, the Metropolitan Police Boys and Girls Club (MPBGC) has already finished negotiations with the Department of Public and Assisted Housing to open its third satellite clubhouse in the high crime area of Valley Green Housing Complex in SE Washington. The dialogue has already been established with the community leaders, and we are prepared to deliver the same kinds of resources as in the other two housing complexes. This is being received with much enthusiasm from the community and its leaders.

The Metropolitan Police Boys and Girls Clubs are excited about the ability of this grant to provide services, other than those of a recreational nature. The Youth Gang Grant has allowed us to reach the families, to become more involved in the schools, and to give some other much needed alternatives in the judicial process. I particularly believe that should we have the opportunity to expand this program to the entire community through the MPBGC, we could very well become a more effective asset to our local government's fight against juvenile crime. As it stands now, this project is operational in only two of our city's seven wards. In those two wards, the caseload for our Early Intervention Program (EIP) since its inception is 137 boys and girls. Therefore, the potential caseload for the entire city could be enormous, and this is a city that could use all of the intervention and effective diversion policies as possible. The Metropolitan Police Boys and Girls Clubs with the Youth Gang Project has established, in effect, three community service centers providing comprehensive services to those living in its boundaries. We strongly feel this program should continue with the room for expansion. Early prevention means providing a variety of activities and services to give young people alternatives to choosing gang and drug involvement.

The Metropolitan Police Boys and Girls Clubs gets no government funding for its regularly run programs. All of our funding comes from individuals, corporations, foundations, and the United Way, and Capitol Fund Raising Campaigns. Thus, an important program, such as the Youth Gang Project, and its ability to get to the core of problems of some of our young people and their families, makes me feel that the last natural resource of this country -- our youth -- will remain an endangered species for sometime to come without the continued support of the government.

Mr. MARTINEZ. Thank you.

Mr. Johnson.

STATEMENT OF CLIFTON JOHNSON, PARTICIPANT, METROPOLITAN POLICE BOYS AND GIRLS CLUB, WASHINGTON, DC

Mr. JOHNSON. Since I was about 13 years old, I started getting a negative feeling towards life. It didn't really make a difference to me whether I died or not. A couple of my friends had made—they got shot in an accident.

Starting in school, they got bumped. Bumps had been passed in school. It was made like it wasn't meant to be shot at us, but they were shooting at us really.

So it was like a group of our friends. We was all walking up the street. The next thing you know, a couple of people started shooting at us. So we run.

Come to find out, one of my friends got shot. So we all got home. Everybody wanted to rebel. So I figured—I said hold up. If they have guns and we have guns, what is going to happen? Someone else going to get shot? One of them going to get shot? And then we end up going to jail.

So we figured send it through the court system. Sending it through the court system, the case got thrown out of court. So that made them more madder. Made it more worse.

But everybody else, they just decided—figured to go ahead and forget about it because somebody else is going to get hurt.

This program—since I have been in this program, it has calmed my attitude down. I have a sort of nasty attitude towards things. But now, I have been able to see clear on issues going through about drugs. Now I know that I can't let drugs or fighting or anything, shooting or whatever, become my lifestyle because I want to be something. I want to become something that my mother will be proud of. And I want to be proud of myself. And I would like my father and everybody to be proud of me.

Now this program, since we went on a couple of trips that the Boys and Girls Club had for us, me and my mom—I have been able to talk to my mother more now. At first, I didn't talk to her. But now, we have been able to talk and she understands me and I understand her and how she feels about things.

That is what this program has done for me.

Thank you.

Mr. MARTINEZ. Thank you, Mr. Johnson.

I understand that. I am a particular promoter of Boys and Girls Club of America. In fact, in my community of Monterey Park, as the Rotary president, I convinced our board to take, as its community service project, take on the job of getting the charter for the Monterey Park Boys and Girls Club. I was very glad I did.

Like you were saying, people do get the idea there is a gang center or gang headquarters. There actually were community leaders who thought that the club center was going to be a gang hangout. It took them a few years to finally become convinced that programs that they provide to the young people through the Monterey Park Boys and Girls Club really diffused the potential for another gang starting in the area.

There was an area called Forside that had started to develop that gang mentality and attitudes. But because of the Boys and Girls Club being able to reach out and take a lot of those young people, who would have been like Mr. Cotton said, Farley said, be influenced by the negative. Because that is what happens in those areas and neighborhoods.

They are influenced by the negative. They are being taught by those that have given up on life; or given up on the more positive aspects of life; given up on the idea of being a success at something; of things that Mr. Jones and Mr. Clark talked about. Teaching kids to have a positive image and positive images of themselves, and teaching them that they can be successful as long as they are willing to go to the limit to achieve that: that is what you have to do in life.

So I am glad that you are affected that way by these programs. What we need to do on a Federal level is affect more people by providing more money. We don't provide monies to the Boys and Girls Club. That is all done by private donations of one kind or another. Maybe by some cases, some city support.

But I think all of you have here today presented the positive aspects of your programs and the results you are getting. I think that I am grateful for that and your coming before us and giving us this testimony, and making it part of the official record.

Now it is our job here as a committee and as a Member of Congress to move to make other Members of Congress realize how important funding for these programs are and increasing funding so that, as Mr. Jones said, we do all that we can possibly do to correct a lot of these problems that exist out there.

I am very much affected by the situations of abuse, like in your case. It makes me mad. You want to somehow reach out and take those people that are committing that abuse and punish them in the same way so they can see how it feels. But I don't think it does any good. They'll never understand that. It is beyond their comprehension. Somewhere in their life, they were abused, and they turn around and abuse somebody else.

I would think it would be just the opposite, because for many people I know that were abused, they swore they would never abuse anyone in that way. They lived up to that commitment. Sometimes when you suffer through something, you figure you don't want anybody else to suffer through that same thing. You can't help but feel real sadness for witnessing or listening to anybody that has ever suffered any of that, because—I don't know—I think most of us can have some sense of it without ever having experienced it.

I just feel really frustrated sometimes by the fact that we can't do more and we don't do more on a Federal level. I think if anything else, that is our obligation here. To try to see that the funding you need for the programs you are providing.

It looks like this year we might get level funding, which is really a loss. Because if you get level funding, you are not taking into account the expanded growth or needs of the program. You are not taking into account that the dollar doesn't go as far and buy as much as it did, etc.

But with the evidence you have provided with today, that's ammunition for us to fight that fight for you. God willing, we'll be successful. We might convince some of our colleagues that there is a real need to improve the funding for these programs.

Even to the $20 million that Mr. Dawley talked about doesn't go far enough. We need to make much more of a commitment to these programs. Hopefully, in the coming years, we'll see that especially as we start to receive some of this money back from the so-called peace dividend.

I thank you again for all appearing before us. I have no questions for you. Your stories pretty much told it, and pretty much gave us what we need to know to proceed.

Thank you again.

We are now adjourned.

[Whereupon, at 12:10 p.m., the subcommittee was adjourned.]

HEARING ON THE REAUTHORIZATION OF TITLE 3(b) OF THE ANTI-DRUG ABUSE ACT OF 1988: DRUG ABUSE EDUCATION AND PREVENTION PROGRAMS FOR RUNAWAY AND HOMELESS YOUTH AND YOUTH GANGS

FRIDAY, AUGUST 2, 1991

House of Representatives,
Subcommittee on Human Resources,
Committee on Education and Labor,
Downey, CA.

The subcommittee met, pursuant to notice, at 9:15 a.m., at the Los Angeles County Office of Education Board Room, 9300 Imperial Highway, Downey, California, Hon. Matthew G. Martinez [Chairman] presiding.

Member present. Representative Martinez.

Staff present. Roger Mclellan, legislative assistant; Terry Deshler, legislative assistant; and Eric Jensen, staff director.

Chairman **Martinez**. First, I would like to call this meeting to order and I would like to introduce, to begin with Ms. Jeanne Breunig, a member of the Board of Education.

STATEMENT OF JEANNE BREUNIG, MEMBER, LOS ANGELES COUNTY BOARD OF EDUCATION

Ms. **Breunig**. Thank you. I am here to welcome you today. And it is, indeed, a pleasure and an honor to be here on behalf of the Los Angeles County Board of Education, to introduce this House Education and Labor Subcommittee on Human Resources hearing on the reauthorization of the drug abuse and youth gang prevention program.

One problem with "Just say no," is that we all realize that the surest way to get a kid to want to do something is to tell him he cannot do it.

I believe the efforts of our government sponsored drug education programs have been successful because they have gone beyond telling kids about the hazards of drugs and gangs and are showing them how negative behaviors are going to affect them for the rest of their lives.

We have made great strides in educating youngsters and their families and as a Nation, we have lit that proverbial candle rather than cursing the darkness.

The Los Angeles County Office of Education lit a candle almost 2 years ago when it established the Center for Health education to help districts develop effective drug, alcohol and tobacco programs. Our consultants help school districts from as far south as San Diego County and as far north as San Luis Obispo County to connect with Federal and State drug education expertise and money.

One of the most promising ideas to come out of the center if Friday Night Live, a student-run program in which high school kids get together to plan weekend activities free of drugs and alcohol. Thirty-nine chapters now exist in Los Angeles County; we are hoping that that number is going to triple within the next year.

The Center for Health Education recently launched a pilot program for minority students ages five through eight. The program helps these youngsters and their families identify and eliminate the risk factors that lead to gang affiliation, drug use, criminal activity and problems in school.

In addition to drug education programs, we are also pioneering programs to help homeless children, and we have been operating special programs since 1988 for students who are affiliated with gangs. These programs teach children decision-making skills and self-esteem.

Because of the county office's leadership in anti-drug and anti-gang education, we are especially pleased to serve as the host site for this important meeting today and we thank Representative Martinez for this opportunity.

STATEMENT OF JEANNE BREUNIG, MEMBER, LOS ANGELES COUNTY BOARD OF EDUCATION

It is a pleasure and an honor to be here on behalf of the Los Angeles County Board of Education to introduce this hearing of the House Education and Labor Committee on the reauthorization of the drug abuse and youth gang prevention program.

One problem with "Just say no," we all realize, is that the surest way to get a kid to want to do something is to tell him not to do it.

I believe the efforts of our government sponsored drug education programs have been successful because they've gone beyond telling kids about the hazards of drugs and gangs to showing them how these negative behaviors will affect their lives.

As a Nation, we have made great strides in educating youngsters and their families. We've lit that proverbial candle rather than cursing the darkness.

The Los Angeles County Office of Education—a regional educational agency that provides leadership, programs and services to the 95 public school districts in L.A. County—lit a candle almost 2 years ago when it established the Center for Health Education to help districts develop effective drug, alcohol and tobacco programs. Our consultants help school districts from as far south as San Diego County and as far north as San Luis Obispo County to connect with Federal and State drug education expertise and money.

One of the most promising ideas to come out of the Center is Friday Night Live, a student-run program in which high school kids get together to plan weekend activities free of drugs and alcohol. Thirty-nine chapters exist in Los Angeles County now; we're hoping that that number will triple within the next year.

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Because of the County Office's leadership in anti-drug and anti-gang education, we are especially pleased to serve as the host site for this important meeting, and we thank Representative Martinez for this opportunity.

This morning we'll hear from Mr. Jamaal Wilkes, Mr. Bruce Coplen, Mr. Gary Yates, Mr. John Peel and Mr. Steve Valdivia.

I shall yield the floor to our next speaker.

Chairman **Martinez**. Well, thank you for that nice welcome, Ms. Breunig.

When you were talking a little bit earlier you said a couple of things that ring a bell in my head, "Just say no." In Washington, DC there is a program that was originated by Gary Clark, a football player for the Washington Redskins, and Anthony Jones, his teammate, is very active in that program. And they carried it to the real next step that probably should have been the first step, "Why say no?"

And I think that you have to explain, as you just said, to these young people the ramifications of not saying no. And I think they can understand that.

Thank you very much for that nice welcome.

Let me first start out by making my opening statement, and at the same time welcoming Jamaal Wilkes and asking Jamaal to come forward and sit at the witness table here. We have a place all marked out for you there. And while you are getting seated I will make my statement. Then we will receive your testimony.

This hearing today is called to receive testimony regarding the reauthorization of Title IIIB. And let me tell you why it is so important that we receive this testimony. As we go back and try to make the argument for more funds and for the increased funding that the Senate has on their side, we need to have the evidence of people who are in the field working on the front lines of this war on drugs. This reauthorization of Title IIIB of the Anti-Drug Abuse Act of 1988, relating to drug abuse education and prevention for runaway and homeless youth and youth gangs is a very important thing. Title IIIB is scheduled for reauthorization this year and the subcommittee will be looking at a number of different programs that provide education and prevention services to those populations.

Some of you have heard me talk about the vulnerability of the people served by the programs under the jurisdiction of this subcommittee. Well, none are more vulnerable than our youth. These teenagers are impressionable, they are struggling with a world of constantly changing values and they are in the process of making the transition from childhood to being an adult, which at most times is very difficult for most of us.

Those who have no support at home who may be abused or neglected have few places to turn other than the streets. Those who feel disenfranchised reach out for peer approval and find it where it is available, whether it is belonging to gangs or other peer groups. Many hide their pain through abusing drugs and many just succumb to peer pressure, wanting to be accepted.

Drugs really have become a blight on our society. Everyday you can pick up the paper and read about violence related to drugs or about some famous person who has had drug abuse problems. And it is getting harder and harder for any of us to say this is just not our problem. These youths out there are our children, all of our children. Drug abuse is a classless phenomena. It is not just an inner-city problem. It is a suburban American problem as well.

As I have said a number of times, America has declared war on drugs. We have not been as successful in that war as we were in the Gulf War, but we now have to join our youth at the front lines to fight this most crucial war.

Education and prevention are the most vital tools with which to arm them. I would like to express my concern at this time about the $7.7 million cut, more than 52 percent, passed by the House in the youth gang program for 1992. While the Senate proposes funding them at the same level as last year, which I still feel is insufficient funds, it still is better than the $7.7 million on the House side. The Senate proposes $14.8 million current level funding.

This program is vital in our war and I would urge all of you out there to send letters to Members of the House Appropriations Committee urging them to agree with the Senate recommendations in conference, and we are hopefully going to go to conference fairly soon.

Today you will hear testimony from an array of people. With great pleasure we will hear from a former professional athlete, Jamaal Wilkes, who has just been recently inducted into the Boys' and Girls' Club of American Hall of Fame for his years of service and dedication to the youth of America, to the people who are fighting on the front lines, reaching out to the disenfranchised, by providing everyday counsel and programs.

Some of you may be shocked by what you hear and some of you it will touch your hearts. You will hear from the youth themselves today talking about what the programs have meant to them. And one thing you will hear from all of these witnesses, besides the obvious need for this program, is their commitment and dedication. I commend all of you.

I would like to say that I am a great champion of the Girls' and Boys' Club of America, having founded one in our city of Monterey Park where I was the mayor. I have been a strong supporter of their club and what they do, because I have seen first-hand in that city them eliminate the great potential for a very bad element to develop a gang in a certain part of the city. There was beginning to be what we called "poor side."

With the advent of the Boys' and Girls' Club of America in Monterey Park, there is no "poor side"—not that there is not a poor side of town, but that there is no "poor side" gang. And so with that, I know the good works that they do and I must commend you for the work you have done there and congratulate you on being selected.

Mr. Wilkes, at this time you can give us your testimony in any way you see fit.

STATEMENT OF JAMAAL WILKES, SMOOTH AS SILK INCORPORATED, LOS ANGELES, CALIFORNIA

Mr. WILKES. Thank you very much, Chairman Martinez and to the other distinguished members of this subcommittee, I would like to thank you for allowing me the opportunity to say a few words regarding this issue.

For many years as a professional athlete, I was involved in many youth oriented organizations because I believed strongly that many had benefited and aided me in my upbringing and others that I knew. Plus my father being a Baptist preacher, I had a need to feel that I was giving something back.

I am here today before you in that vein, but also in the spirit of a parent and a family man that has young children growing up in an environment that I truly believe is much more challenging than the environment that I grew up in.

I would like to say it is clear that the drug and gang related violence is of epidemic proportions. It is no longer confined to certain elements of the city. It is ravaging the entire Nation. It is in the ghettos; it is in the barrios. It is also in the suburbs, and as the chairman very eloquently stated, our youth are our most important resource. And they are all our children; it is no longer just any certain segment of the city. It is all over.

As the demands on my time as a businessman and a parent have increased, I have had to refocus and re-channel my efforts. And I think anytime you have a problem or a disease that you do not want, the best approach is to try and prevent as much of it as possible rather than address it once it has become a problem.

Taking the preventative approach, Boys' and Girls' Clubs and their Smart Moves initiative, I think, represents an option to many of these youngsters that are faced with these challenges. And I strongly believe that a person with options in life has a greater chance to succeed than a person who feels trapped and that there is only one way out. I feel that an option such as Boys' and Girls' Clubs provides a refuge for individuals who want to have self-esteem and self-respect to go and seek advice on an informal level before they get in trouble rather than after they are already in trouble.

And I believe that that type of refuge and environment allows for a positive type of peer pressure to develop along the lines of the principles that have made this great country of ours what it is today and that is: family values, human decency, self-respect and consideration for others.

Again, Chairman Martinez, I thank you for the opportunity to testify and that concludes my comments.

Chairman MARTINEZ. Thank you, Mr. Wilkes.

You know, you mentioned options. I call them alternatives. But something that I saw very early on in Monterey Park with another area that was developing gang activity. I do not know if you remember when they tore down the Maravilla projects and they rebuilt them. In the rebuilding they set some strict standards for occupancy there to be a resident. And it cleaned it up pretty well, but just before they tore it down, the gang activity had gotten so heavy in that area that in, I think it was—I cannot remember whether it was the first 3 months or the first 6 months of that year that it was torn down, there were 42 gang related killings in that one little area. That is how bad it had gotten.

Some of those people that were moved out of those projects when they were torn out moved over into the Monterey Park area on Pamona Boulevard there. They had the nucleus of the beginning of what I would think would be gangs just as bad as over there in Maravilla. And there was a young man there who had a radiator shop. His name was Angel. And he did not like being vandalized and he had moved from Hell's Kitchen in New York to California to raise his family because he wanted a better environment to live in. And here he finds himself in what looks like the beginning of another Hell's Kitchen.

And so he decided to do something about it. And he, with a few friends that he had from that area who had moved out to California with him, rounded these young people up and they had just a gab session. And they found out that the reason most of these young people were there doing these kinds of things was they had nothing else to do. They had dropped out of school. They were not doing well in school and so they dropped out. They had no extra counseling in school to keep them in school, no family encouragement, any other kind of encouragement from anyone.

Well, he got most of them enrolled in a skills center down here and got most of them jobs. And pretty soon you did not have the problem there, not as bad as it was or could have been. So you see, options, alternatives, for these young people, I would have to agree with you, is the key.

The problem is that you have the Boys' and Girls' Club, which is an important part of that option, always struggling for funds. Did you ever notice, they are always struggling for funds? They go with hat in hand to city organizations. They go to community organizations, to corporations, wherever they can to raise money. It has always struck me as kind of a hypocrisy that you can raise money for a lot of foolish things like the political campaigns. You can throw a fund raiser and raise $100,000. But ask to raise $100,000 for a Boys' Club like Monterey Park and it is almost next to impossible. They are lucky if they, in the fund raisers, make $20,000, $30,000.

The idea of the past administration has been that, "Just say no," and just allow all these volunteer organizations and people of good heart to contribute. There is a lot of people with good heart out there. There are literally hundreds of thousands of good people with good hearts. How do you harness them into the things that really make a difference for the kids and how do you get it on constant basis? You know, volunteerism is great, but you know, you volunteer when you feel like it or when you have the money or when you can afford it, when you can afford the time or the finances for it. You are not constant.

A lot of these programs need Federal funding because they need that constant person that is a career person that is there dedicated to that career. Even though they are getting paid, they are still dedicated to that career, because that is a tough career, to be there to be the nucleus to bring all of these pieces together.

I am wondering if you might have a specific story about a young man, because sometimes that one specific story, being as dramatic as it can be, is enough to make somebody in a position of authority or a position of making the decisions, like a person on the Appropriations Committee, understand how crucial these funds are to that. Is there anything like that you could share with us?

Mr. Wilkes. Yes, sir. I am aware of a young man. His name was Chico. And he was in high school and he enjoyed sports, particularly basketball, but was not NBA caliber. And I had a colleague, a friend, Ed Davis, that literally fell in love with this kid and I honestly believe this kid was truly on the verge of gang banging, selling drugs to impress his friends and get the quick money versus maybe going to junior college and trying to get into college and make something of himself.

And my friend, Ed, he got me to cooperate with him. We took an interest in him and exposed him to some opportunities that were non-sport related and he's now at City College and he appears to be doing well.

Chairman **Martinez**. That is great.

You know, a lot of times it is just that. You know, Anthony Jones in Washington said that in this group of young people that he brings to this camp to try to show them why they should say no and the alternatives for them in life—you know you are not going to save every one of these young people because they get back into that same environment that are pulling them the other way.

It is very difficult, but he did say that one of the things that helped some of those young people is that he looked at some of them that were a little more difficult than the rest and he stuck out his hand to them really and said, "Look, I will give you a number where you can reach me at anytime. You just need somebody to talk to and talk about your problems. I cannot promise you an answer to all your problems, but at least you will have somebody to talk to."

And he reported that in some instances that made a big difference what happened to a kid. And you have done the same thing. People like yourself that are sports figures—because let's face it, young people look up to people who have been successful in something, especially sports, because we all aspire to be that great basketball player, football player, although we may not have the talent to be that. Those that do are very few among the hundreds that try or thousands that try.

So someone like yourself that takes the time to put yourself there for them I think is a big key. And it surely goes a long way. But you need help, and I would ask you about that. If you had to say to Congress or to the Senate, especially the House of Representatives, who cut the funding by 52 percent, what would you say to them?

Mr. **Wilkes**. Sir, I would reiterate what you just said and that is, it is a very tough and thankless job working with these young people and it does take a career oriented person who does not have to worry about where their food is coming from; not a volunteer, but someone who is getting paid regularly.

As an athlete, we are looked up to as role models, often I think too much. Because I know when a young child or a young man or a young woman is deciding whether or not they want to try drugs or they want to have premarital sex and risk pregnancy or disease or they are considering gangs, if they have their parents to go to for advice, they are very, very fortunate, but if not, they go to a Boys' Club, Boys' and Girls' Club, and speak with that individual on an informal level without the threat of feeling that they are going to be turned in but just, as you said, in a gab session or rap session. And they seek advice.

And those individuals in the trenches, they are the true role models because they are there on a daily basis and unfortunately it is a thankless job. They are not recognized for it. They do not make a lot of money for it. They really get no gratification for it other than the human gratification from being a positive influence in someone's life and they are the true role models; not the athletes, sir.

Chairman MARTINEZ. Thank you, Mr. Wilkes.

Is there anything else you would like to tell us?

Mr. WILKES. No, thank you, sir, other than to thank you for the opportunity to come before your subcommittee.

Chairman MARTINEZ. Well, thank you, Mr. Wilkes. You have made a bigger sacrifice than a lot of people would make in everything you have done and we appreciate that. And we appreciate your testimony because I think coming from someone like you it means a lot. And thank you, again.

Mr. WILKES. Thank you, sir.

Chairman MARTINEZ. Our next panel would be Mr. Bruce Coplen, who is the chair of the L.A. County Interagency Gang Task Force for Los Angeles, California and Mr. Gary Yates, Associate Director, Division of Adolescent Medicine, Children's Hospital, Los Angeles, California.

Welcome to you both, gentlemen. Your written testimony—I read both of them—they are extensive, so I would say that those will be entered into the record in their entirety and you can summarize that and proceed any way you would like.

We will start with you, Mr. Coplen.

STATEMENT OF BRUCE COPLEN, CHAIR, L.A. COUNTY INTERAGENCY GANG TASK FORCE, LOS ANGELES, CALIFORNIA

Mr. COPLEN. Thank you, Mr. Chairman. I also appreciate the opportunity to be here.

I would like to point out that I am Chairman of the County-wide Task Force and that I represent the views and thoughts of the members of the Task Force in that we have participation from the District Attorney's office, the City Attorney's office, the Sheriff's Department, Probation Department, the Los Angeles Police Department, the County Rec and Parks, the City Rec and Parks, the Department of Education, really all the major county and city agencies that deal in the area of gangs. And I am going to focus my remarks on those.

We have been in existence since 1980 and our goal was to develop cooperative strategies. Despite our strong law enforcement component, I would like to state emphatically that law enforcement alone cannot solve either one of these problems. Multiple arrests, no matter how many, thousands and thousands and thousands of arrests of gang members, drug dealers, drug users, law enforcement cannot do this by itself. We have to look toward prevention. And that is the direction that our task force has taken in recent years.

And I would like to focus on that component because I think that that is one that has been de-emphasized, unfortunately. And what we are seeing is because we are neglecting the prevention side, more and more and more people are coming to the point where the only thing that you can do with them is arrest them and put them in jail. And each time we have to do that it is a tragedy, Mr. Chairman.

There are three projects which receive relevant funding and I would like to talk about them. Started some years ago by our task force was something called RSVP which was primarily operated by Community Youth Gang Services. And since Mr. Valdivia is here, I am going to make my remarks brief. Specifically, however, the unique part about this program was that it targeted community mobilization.

I noted that you talked earlier about the poor side of your city which you felt was not necessarily going to be overcome by drugs and gangs and I think that that is very true. We have affluent or relatively affluent communities which have major drug and gang problems. At the same time, there are poor areas of our country and other countries which do not have such problems.

And the reason for the difference is the kind and quality of the prevention programs that are there and the coordination among those programs. Steve is going to talk to you a little bit about that and get into it.

The second thing that the task force did was it brainstormed and came up with the idea of a community reclamation project which has been operating in the Carson/Harbor City/Lomita and Wilmington area for the last couple of years. It has been grant funded. They engaged in a very systematic approach to what I would say is a good prevention strategy.

Number one, you evaluate what is existing in the community in terms of prevention and education services. Secondly, you develop a strategy as to how you are going to bring those services together, where the gaps are and where the overlaps are. And third, you implement a network so that you leave the community stronger once you are finished with that network.

They produced a manual on how to do this and I think it is a very important lesson that we have learned, that you do not just put pockets of money in different programs. You do it in a planned coordinated manner, one that will make the maximum bang for the buck.

The third program I would like to comment about is the task force advocated to the city of Los Angeles that we coordinate all youth funding. That there are many programs out there serving youth but there was no mechanism for coordinating them. So the city put up $2.1 million in funding and they created the Youth Advocacy Program. Their goal was to establish a master plan for youth services and also to expand and develop consortia among those services so that they were working cooperatively with one another.

What they have done is set up networks throughout the entire city of parenting programs, youth services and other kinds of prevention programs. The grant funded program that has been assisted by funds from Health and Human Services is a network of services that serve housing projects only. What they do is they place programs in five of the city's housing projects and they use a case management system to assist young people with anti-gang and anti-drug programs in cooperation with the Job Training Partnership Act to provide them job counseling and removing barriers for employment.

And they have also used Community Development Block Grant funds to, among other things, contract with the unified school district to provide additional services to these people. What is unique about this is that they brought all these different grant sources together. They have engaged in a planning process that involves the whole city and the whole gambit of services and I believe that they are getting the maximum amount of bang for the buck. They are really targeting cooperative strategies, networking and using the money where it can best be used.

If I were going to recommend anything to this committee not only would I recommend, of course, the extension and continuation of your programs, but that you do this in a way that the various granting agencies cooperate with one another and favor those programs that do the sort of thing that the City of Los Angeles has done, which is put the programs together in some sort of a cohesive way and make reporting and that sort of thing cooperative rather than competitive for one another.

Gangs, drugs, homeless, child abuse, all these things are not separate from one another. It is really a continuum of services to youth. That continuum of services must be looked at as a holistic problem and be dealt with in that way, not as a scatter shot kind of a thing where we are going to fund a little program over here and another program over there, somehow see that there is a difference between abused children, gang related children and the drug problem and all these other problems. These things are all related.

We need to bring people together, study each community and develop a strategy. That is what we are trying to do in the task force and we welcome your assistance and, of course, urge you to continue if not expand the funding available for these programs.

[The prepared statement of Bruce Coplen follows:]

COUNTY OF LOS ANGELES
COUNTYWIDE CRIMINAL JUSTICE
COORDINATION COMMITTEE

TESTIMONY

COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES

R. Bruce Coplen, Chairperson
Interagency Gang Task Force

In response to the growing problem of gang violence in Los Angeles County, the Board of Supervisors, on motion of Supervisor Edmund Edelman, established the Interagency Gang Task Force in 1980. The need for such an interagency task force was grim recognition of the widespread scope of the gang problem which clearly transcended not only jurisdictional borders but also the traditional operational boundaries of agencies involved in gang programs.

The primary goal of the Task Force was to facilitate the development of cooperative strategies and programs that would reduce the levels of gang violence in Los Angeles County. The Task Force was to cultivate the growth of coordinated multiagency approaches which would focus anti-gang activities, reduce overlapping or conflicting efforts and promote the exchange of information, resources and ideas. It was intended that the Task Force encourage networking and the establishment of more effective lines of communication among agencies working on the gang problem.

Early efforts of the Task Force focused on the sharing of information, improving interagency communication and fostering greater coordination of law enforcement and gang suppression activities. The Task Force gradually expanded its efforts into the areas of prevention and early intervention, including activities that promoted greater community involvement in anti-gang strategies.

The Task Force was a pioneering effort in the coordination of anti-gang efforts which has become a model for similar interagency groups throughout the state and nation. In November 1988, on the recommendation of Supervisor Edelman, the Task Force was added to the Countywide Criminal Justice Coordination Committee (CCJCC) as a standing subcommittee. As with the Task Force, CCJCC was established by the County Board of Supervisors to improve the local justice system through cooperative, interagency programs and strategies. Adding the Task Force to CCJCC resulted from the recognition of a need for "policy-level" strategies and access to key decision makers in the local criminal justice system, including a more direct advisory role to the Board of Supervisors.

In addition to its networking activities and its advisory role with the Board of Supervisors, the Task Force has initiated and/or participated in the development of a number of special programs or projects including:

-- Co-sponsored with the State Office of Criminal Justice Planning and the California Criminal Justice Council a statewide conference on community mobilization strategies

-- Developed for publication the "NETWORKER", a periodic newsletter for individuals, agencies, schools and community groups involved in anti-gang efforts

-- Developed and published "Presenting Alternatives to Gangs," a public agency and community organization resource guide

-- Collaborated on the conceptual development of the Gang Reporting Evaluation And Tracking (GREAT) System, a specialized law enforcement data base system designed to provide on-line confidential information on all known gangs and gang members in Los Angeles County

-- Developed and implemented in South Central Los Angeles the Reduction of Street Violence Program (RSVP) a pilot program to coordinate targeting interagency resources in high risk areas

There are currently 14 voting Task Force members which include representatives from local law enforcement and criminal justice agencies, school officials and elected officials from the County and City of Los Angeles. The Task Force also receives input from a number of community based organizations in order to better fulfill its goal of promoting prevention and early intervention strategies.

Through our work in this area, it has become increasingly apparent that there is an intrinsic connection between gangs and community deterioration. Gang violence and illicit drug sales thrive in run-down areas where fear and intimidation prevail. Though suppressing crime through arrests can help, this alone rarely restores a community to a healthy state.

We are all discovering that the community itself must change the environment that breeds crime. Strategies to assist in this process

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go by many names: community-based policing, target area strategies, "turn the tide" programs, etc., but they all involve three key components: 1) a cooperative problem solving relationship between private and public agencies; 2) a recognition of the importance of cleaning up graffiti, run-down facilities and other signs of neighborhood blight; and 3) the development o necessary family and youth support systems. Each community must find its own strengths and weaknesses and then develop a cooperative plan to reverse neighborhood decline. A number of Los Angeles programs are showing that gang violence and crime statistics can be brought down in the process.

One of the first efforts of the Task Force that led to the development of a program later provided funding from the Youth Gang Drug Prevention Program was R.S.V.P. (Reduction of Street Violence Project). This concept operates on the principle that the war on gangs can be won, but only through a concerted, cooperative coalition of all the resources in a target area, including law enforcement (police, prosecution, probation, parole, etc.), community based organizations, recreation and counselling specialists, government agencies and schools. The key to success is the residents themselves becoming trained and mobilized to reclaim their communities.

R.S.V.P. initially targeted areas covered by the 77th and Southeast Divisions of LAPD as well as the Lynwood Sheriff's station. Steve Valdivia, director of Community Youth Gang Services Program, regards RSVP as a success. He pointed to police statistics comparing 1990 to 1989.

"We know use of a target area works" said Steve Valdivia of GYGS. "In the 77th Street LAPD area, overall gang-related crime was down 32%. Gang homicides were down 33%; attempted murder was down 54%; felony assault was down 30% and shootings were down 50%. In the Southeast LAPD area overall gang-related crime was down 16%; homicides were down 51%; attempted murder was down 59% and shootings were down 60%"

GYGS has received a 3 year grant to evaluate RSVP in two new areas beginning with $50,000 for the first year. We are confident the results will be promising.

A second program born of Task Force efforts is the Community Reclamation Project. It was funded by a discretionary grant of $1,040,000 from the U.S. Department of Justice, Office of Juvenile Justice & Delinquency Prevention, and is targeting the communities of Carson, Harbor City, Lomita and Wilmington to develop a comprehensive gang and drug prevention program. The target areas were chosen because of indications that they have an emerging gang and drug presence and because they have a strong community network in place. The program is to be staffed by a team of ten members through September 30, 1991.

The CRP began its task in February, 1989, by identifying existing resources in these communities and pinpointing any gaps in services currently available. Then, by working with the people in the

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organizations, schools and neighborhoods, it is designing a game plan to galvanize everyone to the goal of rising above gangs and drugs. The project is also assisting schools with anti-gang and anti-drug educational materials and methods, while striving to keep parents and business owners informed of gang trademarks.

To offset the gang presence, CRP is helping to coordinate existing diversion and intervention programs for at-risk youths and their families, and helping to create alternatives to gang membership and drug abuse by utilizing recreational activities, educational tutoring and career development programs. A newsletter published every six weeks to keep everyone informed of special events and ongoing activities throughout the target area. The strategies used in these communities will be documented and replicated not only in other California neighborhoods, cities and counties, but throughout the United States.

The Community Reclamation Project (CRP), has recently completed a series of training workshops to start the process of empowering people for leadership in CRP's target-area communities: Lomita, Carson, Wilmington and Harbor City. Trainees included both individual community residents and agency people employed by community-based organizations in the Harbor area.

A manual, provided for all trainees to use in future workshops, covered such subjects as identifying leadership potential, violence-prevention and conflict-resolution techniques, recognition of alcohol/drug indications and assessment and recovery skills, as well as fundamental methods of recruiting and organizing people to continue the work of reclaiming their neighborhoods, for which the CRP staff has laid solid foundations.

A third project of the Task Force was the initiative we took in encouraging the City of Los Angeles to coordinate services to youth. In 1988, the Los Angeles City Council set aside $2.1 million to begin a strategic prevention program to fight gangs and drugs. The Council debates, which included testimony from many members of the Interagency Gang Task Force, highlighted that the most important missing elements were coordination among agencies providing services, parenting programs, and seed money among existing agencies to begin the coordination process.

The Youth Advocacy Program in the City's Community Development Department (CDD) was established through this Council recommendation. It is charged with developing a master plan for service delivery to youth, developing a city youth at risk policy, providing technical assistance to agencies, and working with the school district and other levels of government to expand existing resources and develop new ones. The Task Force has recommended that the County of Los Angeles establish a similar program, based on the City model.

One of the unanticipated benefits of the Youth Advocacy Program is that its existence allows the City to apply for other federal and state funds.

The City of Los Angeles has established a community service center program together with the housing authority of Los Angeles to provide comprehensive drug and gang prevention and employment training programs to the residents of public housing. The City has three funding sources to carry out this mission. These funds come through the Department of Health and Human Services (HHS), the Department of Labor through the Job Training Partnership Act (JTPA), and the Department of Housing and Urban Development through the use of Community Development Block Grants(CDBG). Centers have been established in the Mar Vista, Nickerson Gardens, Ramona Gardens, San Fernando and Rancho San Pedro housing projects. Unfortunately, limited funding has prevented the City from establishing such programs in all 21 housing developments.

The first CSC opened in November 1989 with the second opening in January 1990. Three of the remaining five Center's did not become operational until July 1990. The newness of the program's design did not affect the HHS youth services program which was able to get started immediately, but it did slow the start up of the JTPA program.

The HHS grant's purpose is to provide drug and gang prevention case management services to families of youth ages 8-16. The award was originally a two year grant that has recently been extended to a third year due to our successes in implementing this model program. The original target number of 350 youth and their families has been met and this figure has since been raised to better meet the extensive needs of the residents. There is also a waiting list at each center.

Based on the most recent evaluative reports, among the achievements of this program is an increase in the youths' school performance, an increase in knowledge among the youth of the risks and consequences of drug and gang involvement, and a dramatic increase in parental involvement from a year ago. In addition, there are reports of a marked decrease in gang activity in the immediate vicinity of the centers as well as a decrease in drug selling activity around one of the centers.

The JTPA program provides employment training to high risk residents of public housing. This program is mandated to provide these services to the most in need while still abiding by the rigid demands and eligibility criteria set forth by JTPA. The CSC has several components at its disposal including: work experience (WE) on the job training (OJT), and classroom training (CT) to ensure the eventual goal of unsubsidized employment. Key to the success of these participants is the identification and elimination of the barriers to employment through a comprehensive assessment and subsequent supportive service payments. To date they have enrolled a total of 272 participants, 115 (42%) of which have multiple barriers to employment. These barriers include long term AFDC recipients, lacks significant work history, below 7th grade aptitude level, non english speaking, offenders, and substance abuse problems to name a few. Despite these barriers, 51 of these participants have completed training and secured unsubsidized employment. The remaining participants are still in training at this date.

The CDBG funds became available February 1991. These funds have since been utilized to augment the employment training programs due to the severe shortage of JTPA funds. In May 1991, some of these funds were used to enter into a contract with the LA Unified School District to provide remedial training at the CSC site. The necessity of this contract was due to the assessment that many participants were severely disadvantaged in their basic skills and required additional services to ensure their employability. These vital new programs will include GED prep, English as a second language, basic skills and vocational English classes. Whereas the HHS and JTPA programs have specific eligibility requirements, the CDBG funds have made it possible to provide services to all residents of public housing. as of June 30, they have provided service to over 150 individuals. These services include information, referral, counseling, parenting classes, training, and advocacy.

One of the major achievements has been the establishment of a vast network of collaborative linkages with several City Departments, community based agencies, and private businesses to best meet the CSC mission. Among these linkages are Memoranda of Understanding (MOU's) with other City Departments. Among the departments cooperating in service delivery of CSC participants are the Library, Police, Cultural Affairs, Aging, City Attorney, and Recreation and Parks. Other links are through consortia such as the City's Youth Advocacy Program (YAP) which provides a collaborative approach for dealing with youth at risk. All CSC's are part of their areas' YAP consortium and are instrumental in networking together to solve the problems of our youth. Additional linkages are through other JTPA agencies. These CBO's accept CSC referrals and also assist in placing participants into employment.

These efforts reflect the latest strategies developed by the Interagency Gang Task Force. The assistance of the federal government in continuing to fund these and other similar projects is critical to bringing gang violence under control. I strongly recommend that congress re-authorize these vital programs.

Respectfully Submitted,

R. Bruce Coplen

R. BRUCE COPLEN, Chairperson

Chairman MARTINEZ. Thank you, Mr. Coplen. I will have some questions but we will take Mr. Yates' testimony first.

STATEMENT OF GARY YATES, ASSOCIATE DIRECTOR, DIVISION OF ADOLESCENT MEDICINE, CHILDREN'S HOSPITAL, LOS ANGELES, CALIFORNIA

Mr. YATES. Thank you, Chairman Martinez. As the other witnesses have indicated, I appreciate very much the opportunity to speak before you this morning.

I will keep my remarks brief. I am with the Children's Hospital Division of Adolescent Medicine and have been since 1982. And I was asked to give at least an overall picture around runaway homeless youth, the substance abuse issues, both here in Los Angeles County and in the State of California and I will do that.

Let me just say that in 1982 when I came to the division, it was to run what we called our high risk youth program. And that program was combined with the Los Angeles Free Clinic to provide free medical care to any youth that wanted it age 12 through 24 in the greater Hollywood/Wilshire district. And we did that and found very quickly that the young people who were most at risk, who had the most multi-problem profile were the runaway and the homeless youth that were living on the streets in the Hollywood area that we would see in our medical clinics.

We did a study in 1985, just to give you some indication of the need for the kind of program you are talking about today. Those young people that were living on the streets and that were homeless were diagnosed as 52 percent abusing substances, in other words, they were addicted or heavily abusing. A third of those young people were using IV drugs at the time. To go along with that profile of multi-problem young people, 80 percent were clinically depressed and this is their first visit in seeing a physician. One out of five had attempted suicide and one out of 10 was actively suicidal.

They were also much more likely to have severe medical problems as compared to other young people who were at risk but were still living at home. We were obviously concerned about that and wanted to do more. What we found at the time was that many of those young people wanted access off the streets. They did not want to be there. This is what they told us. But they also told us there was no access point.

We looked into that. Being an academic institution as Children's is, we looked to see what are the resources available. And I will point to your term, Mr. Chairman, and that is "alternatives." That if a young person has no alternative to the street, giving them a message about "Just say no to drugs," it is not likely to be effective. And as we looked we found that in all of Los Angeles County there were less than 100 beds of shelter available. This is a county with 10 million people in it, two million are teenagers and 16 beds available in the Hollywood area. So the alternatives really were not there.

When you have that kind of situation where alternatives are not there, you have young people who end up living on the streets for a period of time. And you asked for examples from Mr. Wilkes. Let me give you an example of a young person and what happens when we as a society do not create the kind of resources necessary for young people to make a decision to move in a positive path.

I am a psychotherapist and I worked with this young person. Her street name was Angel and we met her in 1983. She was 18 years old and had been living on the streets for 3 years. Her history was that at age five her parents began to physically and sexually abuse her. She had run away from home at 15 in order to get away from that abuse.

She had been surviving as a prostitute on the streets. She used every drug I had ever heard of and many that I had never heard of. She was the first person that told me about using liquid paper, for instance, to get high. She was the first person who told me about shooting alcohol in needles in her veins in order to get a very cheap, quick high. She was severely multi-problem, with all the mental health problems that I mentioned, that we saw with the young people in general, and was literally loaded on substances every single day that we saw her.

What is true about her today is that she has been off the streets now for 5 years. And it is interesting you asked for a story because she happened to call me this week. She is living in another State. She has now graduated from high school, which she looks upon as a major achievement in her life based upon where she had been. And she has been drug-free for 5 years. What was necessary for her were intervention programs, treatment programs. We were lucky enough to access a free bed.

And on your point about volunteers as opposed to paid programs is extremely important—and that is that for young people without insurance, and this is the kids living on the streets and many of the young people involved in gangs do not have health insurance, accessing the kind of programs to provide care is nearly impossible because those kind of programs without the ability to pay do not exist.

That free bed and a drug detox and rehab private care center were a major step in moving her from the streets. And in talking with her, we talked about the big change that is taking place in Los Angeles County with regard to runaway and homeless youth. And that is another major point.

In 1985 the California legislature created the Homeless Youth Act of 1985. Art Agnos, who is currently the mayor of San Francisco, sponsored that legislation. Two pilot projects, one in Los Angeles and one in San Francisco were created to provide shelter, emergency services for young people like this. As a result of the program in Los Angeles and the fact that Children's Hospital has worked hard to do what Mr. Coplen talked about, and that is to at least bring the agencies that work with runaway and homeless youth together, and that means all agencies, public and private non-profit, we have a coordinated system of care now where over 30 agencies are represented on a coordinating council for homeless youth services.

And that includes everything from the Department of Probation to small non-profit organizations like the Los Angeles Youth Network that you are going to hear about later today. LAYN or the Los Angeles Youth Network was created with those funds and it put a 20 bed shelter in the heart of Hollywood, seeing over 1,000 young people a year through that program.

As a result of those programs coming into place and the hospital collecting information, not just on that but on programs around the county, we were able to get something that I know you see at the Federal level, sometimes rarely happens, and that is intergovernmental cooperation about doing something. And as a result of the increased Federal, State and local funding, there are more than 200 beds available in Los Angeles right now and over 100 in Hollywood.

Let me show you what the difference can be, just very succinctly about that. The first year we started collecting data from the entire runaway service system in the county, 3500 youths were turned away when they requested shelter because the beds were full. This last year in 1990 that number has been reduced to 1300. So the problem is not solved as far as access off the street but there has been a major improvement.

These programs were studied by the Little Hoover Commission here in California and found not only to be effective but to be efficient in their cost. And that is saying something because the Little Hoover Commission hardly ever finds government money used efficiently. And the example of that is that if young people stay on the streets for any length of time, if there are not alternatives, they turn to crime in order to survive: prostitution, drug selling, petty theft, burglary, et cetera.

If a young person is incarcerated in the California Youth Authority it costs $30,000 a year to keep them. These programs that were funded by the State cost $1,000 a year to serve each child that they serve. And what is clear by the investigation by the Hoover Commission and by the studies we have done is that they work. The majority of young people that go into these programs leave the streets. We have followed them ever since the program was initiated in 1986 for 6 months on a periodic monthly basis, talked to their parents, their probation officers, et cetera, to see if they are staying off the streets and 90 percent stay off the streets over the six month period.

So what we have is an extremely cost effective way to interact with young people. Now, just let me finally address then the need for prevention and education that Title III does, both for youth involved in gangs and youth that are runaway and homeless. It is extremely necessary. If you remember my initial comment about the study we did, half the young people had not started to become in substance abuse yet that we saw that were on the streets.

So the prevention and education message becomes extremely important. Now, John Peel from LAYN will talk to you about the program funded through those funds that he has and its importance in reaching young people, but wrapped in that we need to recognize that the service alternatives need to be there for that message to be effective.

And lastly, let me say this to you; one of the things that California government has done in the last several years has been to cut one program in order to fund another program. And that is the least effective way and probably the most destructive way to try to impact on the kind of problems that we are talking about here today. And I really agree with what Mr. Coplen said, they are interrelated, very interrelated. And if we knock down money for Head Start in order to fund substance abuse prevention programs, we are making a very big mistake.

And if we knock down money like the House of Representatives has done for substance abuse prevention among gangs in order to fund some other area that is reaching youth, we have made a big mistake. And I think we have to recognize as a society and as representative government that prevention and intervention funding, early intervention as opposed to late intervention which is incarceration in the Youth Authority, is where our money ought to go. And we need to cut back on that side of incarceration and fund the prevention and education side in a much greater amount and we will find—when we talk about bang for a buck that we ought to put it in human terms, we will find that we have many more young people staying in school and staying away from drugs if we redirect our efforts in that way.

That concludes my comments.

[The prepared statement of Gary Yates follows:]

TESTIMONY
UNITED STATES HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES
FRIDAY, AUGUST 2, 1991

Submitted By:

Gary L. Yates, MA, MFCC
Associate Director, Division of Adolescent Medicine
Childrens Hospital of Los Angeles;
Assistant Clinical Professor, Pediatrics,
USC School of Medicine

I very much appreciate the opportunity to provide this testimony. Since I first began working in Los Angeles in 1982, many positive changes have occurred with regard to the runaway/homeless youth situation in Los Angeles County. The most important single occurrence has been the implementation of the Homeless Youth Act of 1985 through a grant from the State Office of Criminal Justice Planning. However, a severe lack of resources still exists with nearly 2,000 youth each year turned away from shelter because of a lack of bed space.

BACKGROUND

Childrens Hospital of Los Angeles has an 85 year tradition of community service. Founded by a group of charitable women, our first hospital consisted of four beds in a converted two-story frame house. From these modest beginnings, the Hospital has grown to a 331 bed facility situated on a nine acre campus. The Hospital, affiliated with the University of Southern California School of Medicine, is widely recognized as one of the world's foremost pediatric centers. We are known for excellent academic and research programs and high standards of patient care. The Hospital is a principal resource for critically ill infants, children and teenagers in the Southwest. Each year more than 11,000 patients are admitted for care and 114,000 visits are made to the outpatient and emergency settings.

While the Hospital has changed and grown dramatically over the course of its history, its commitment to community service has continued to underpin its mission. As in the past, the Hospital is a vital resource to the community it serves by providing necessary medical care to children from financially needy families.

Our commitment to community service has intensified as the neighborhood around the Hospital has changed. The Hollywood/Wilshire area of Los Angeles has a population of 415,913 with 41% having incomes below 200% of the poverty level. The area has become an entry point for immigrants from around the world; more than 30 languages are spoken by students at Hollywood High School. Disturbingly, our area has also become a focal point for troubled young people, who gravitate to Hollywood from all over the country. Drug use and prostitution are endemic to the areas where they congregate along Hollywood and Santa Monica Boulevards and on the Sunset Strip. Many of these young people have run from homes where they were victims of abuse or neglect. They are hurt, alienated and distrusting of traditional health care agencies. They are clearly medically at risk, but their needs extend beyond just health care. Without proper intervention, they will become the next generation of the homeless, wandering the streets of the city with survival as their only purpose.

In 1981, the United Way Planning Council sponsored a study of Los Angeles County. That report estimated there were 10,000 runaways in the county at any given moment, with approximately 1,000 (10%) being chronic homeless street youth. The report stressed that the figures were estimates and advised caution in interpreting them because "any accurate estimate of the total runaway population is impossible." In 1985, a study conducted by the UCLA School of Social Welfare found that the exact number of youth needing services could not be determined. It also found that over recent years the runaway population in Los Angeles County had become younger, more ethnically varied and more emotionally disturbed, and that these multi-problem youth were coming from highly dysfunctional families.

For the past seven years, the Division of Adolescent Medicine, Childrens Hospital of Los Angeles, has worked to improve services for homeless street youth in the Hollywood area via our High Risk Youth Program. This effort was begun in 1982 with funding from the Robert Wood Johnson Foundation as part of a national program to pilot consolidated health services for high risk young people.

To maximize the willingness of street youth to come forward for treatment, we operated our clinics at the Los Angeles Free Clinic, which has long been known as a 'safe place' among the street population. We convened a variety of professional resources to meet all of their needs at the one site at the time they came in for help. The Division of Adolescent Medicine provided an interdisciplinary staff including physicians, residents, psychotherapists, social workers, etc. who merged with the professional and volunteer staff of the Free Clinic. The services provided at the youth clinic included: comprehensive outpatient medical care; mental health screening and counseling; substance abuse screening and counseling; and social (basic needs - food, shelter, etc.) screening and referral. Clinics were offered Tuesday and Thursday afternoons from 3:00 pm to 7:00 pm and were provided free of charge. Large numbers of homeless street youth began to use these services as soon as the clinics opened; however, staff were continuously frustrated when attempting to locate shelter for youth who requested it. At the time, only 28 non-profit shelter beds were available in all of Los Angeles County, with 16 of those in Hollywood.

The multiple health and medical needs of these youth were clear from an analysis of one year's operation (1985) of the medical clinic. Of the runaway and homeless youth seen by the clinic, 85% were diagnosed as depressed, 9% as actively suicidal, with 20% having previously attempted suicide, and with 18% suffering from other severe mental health problems (behavior disorders, personality disorders, thought disorders, etc.) More than half (52%) of these street youth were diagnosed as abusing drugs (with 35% engaging in high risk intravenous drug use) while 26% admitted to involvement in prostitution. Since this information was acquired from an initial interview with a physician, it is reasonable to assume that these reports are actually underestimates of high risk behavior. Medical diagnoses such as cardiac arrhythmia, hepatitis, pneumonia, renal failure and generalized adenopathy occurred significantly more often among runaway and homeless youth that those youth who were living at home.

From our data, it was evident that many of these young people were victims of severe family disruption. Most came from broken homes. In many instances parental substance abuse was a contributing factor. For the majority of these chronic street youth, family reunification was not a viable option. As an alternative, these young people tried to develop 'surrogate families' among their peers on the street, but they were constantly at risk of further victimization.

THE HOMELESS YOUTH ACT OF 1985

To address the problem of homeless youth living on the streets of California's metropolitan centers, the Legislature passed and Governor George Deukmejian signed AB 1596 (Chapter 1445, Statutes of 1985), the Homeless Youth Act of 1985. The Act is now codified in the Statutes of 1985, California Welfare and Institutions Code, Chapter 6.

The objective of the Homeless Youth Act was to establish Homeless Youth Emergency Services Pilot Projects in the County of Los Angeles and the City and County of San Francisco. Through the authority of the Act, the Office of Criminal Justice Planning (OCJP) distributes grant funds to private, non-profit youth serving agencies in these communities to provide services to homeless youth. Each pilot project was to develop a network of youth serving agencies to provide the following emergency services to homeless youth:

- outreach to locate homeless youth and link them with agencies that can make emergency services accessible;

- food and access to overnight shelter;
- screening for basic health needs and referral to public and private agencies for health care;
- counseling to address immediate emotional crises or problems;
- long-term stabilization planning so that a youth may be returned home or be suitably placed outside the home when family reunification is not possible; and
- follow-up services to ensure that the return to the family or placement outside the family is stable.

THE LOS ANGELES PROJECT

On July 1, 1986, the Division of Adolescent Medicine of Childrens Hospital of Los Angeles was selected to be the lead agency and principal grant recipient for the homeless youth pilot project in Los Angeles.

Los Angeles County covers an area of 4,300 square miles, with a population which includes a wide range of ethnic, cultural, economic and social backgrounds. An effective system of care for runaway and homeless youth requires collaboration and coordination amongst the agencies serving this population. In an attempt to provide this coordination during the implementation of the OCJP Grant, Childrens Hospital established a Coordinating Council for Homeless Youth Services. Agencies that participate in the Council include (but are not limited to):

L.A. Free Clinic
Children of the Night
L.A. Police Dept.
L.A. County Dept of Probation
L.A. County Dept of Childrens Serv.
L.A. County Dept of Mental Health
L.A. County Dept of Public Health
Gay & Lesbian Comm. Services Ctr.
L.A. Unified School District
Runaway Adolescent Pilot Project
L.A. County Sheriff's Department
Angels Flight
Teen Canteen
Options House
Triangle Project
Stepping Stone
Aviva Center
L.A. Youth Network
Hollywood YMCA
Covenant House CA
The Way In
1736 Crisis Center

The Council meets at Childrens Hospital on a quarterly basis and provides input and advice into Project design, function and direction. It also serves to identify gaps and overlaps in services for runaway and homeless youth in the Hollywood/Wilshire area.

Because of the clear need for additional shelter beds in the Hollywood area the majority of grant funds were subcontracted to the Los Angeles Youth Network (LAYN) to develop a 20 bed shelter in the center of Hollywood. LAYN was a new agency; therefore, although the grant was approved for Los Angeles on July 1, 1986, actual start-up of the project was in early October, 1986, when the LAYN shelter became operational. The shelter is only open at night. During the day the clients are seen at a separate case management facility. Kitchen and shower facilities are located at the shelter where counseling services and transportation to medical appointments are also provided. From October 1, 1986 through September 30, 1989, 1,940 youths were sheltered at LAYN as part of the Los Angeles Project. The shelter has operated at near capacity since it became operational. During this same period a total of 1,401 youth who requested shelter were turned away because the beds were often full. Because the LAYN shelter is located in Hollywood, a large proportion (66%) of the chronic/homeless street youth are seen there, with 54% coming from outside L.A. County (Table A).

Medical screening is provided to street youth referred by LAYN and other collaborating agencies through the Division of Adolescent Medicine and the Los Angeles Free Clinic. A high emphasis is placed on the physician-patient relationship at initial intervention with street youth. Interdisciplinary teams have been established to allow for case review and appropriate medical and psycho-social referrals. Although a youth may be served by a physician for a single medical problem, interview techniques result in youth sharing many other aspects of their lives. Thus physicians and other members of the interdisciplinary team can offer a wider range of services to deal with each youth's needs. During this three year period, 2,895 homeless youth received medical screening as part of the Los Angeles Project.

All the agencies associated with the Los Angeles Homeless Youth Project provide some form of counseling services to youth. However, a comprehensive case management program offered by LAYN is the central counseling component of the project. Its goal is to help young people acquire the necessary personal skills and stability to move off the streets. Through the case management program, youth are provided assistance and guidance in education, employment, living skills and other areas that relate to their future well-being. All youth in the shelter facility also must be involved with the day program by actively looking for employment, working at a job or being involved with some component of the educational or counseling program. Long-term stabilization planning for homeless youth in the Los Angeles Project is a focus of the LAYN program. If family reunification is appropriate it will be the treatment of choice. However, because homeless youth often cannot go home, it is often necessary to find alternative long-term placement for them. Often, independent living is the most suitable alternative, while at other times it may be a group home, foster care or other out-of-home placement. From October 1, 1988 through September 30, 1989, 1,323 youths were placed in the long-term stabilization program at LAYN. Twenty-one percent (21%) of these youth were reunified with their families, 10% went to group homes or foster care, 13% were placed in jobs and independent living and 34% were placed in other stable alternatives off the street. Only 21% of the youth entering the stabilization program went back to the street. Childrens Hospital provided follow-up at 30-, 60-, 90- and 180-day intervals to assure that placements were continuing to work for those youths with a stable exit. Of those youth contacted, more than 90% have remained off the streets and continued to live in stable situations.

One of the most frustrating characteristics of runaway and homeless young people is that they will generally not seek help for themselves unless they are in the middle of a severe personal crisis. They are hurt, distrusting and alienated from the system. In order to contact them before they are beyond help, a variety of outreach strategies are employed by the collaborating agencies in Los Angeles. Street outreach workers frequent areas where street kids congregate and pass out cards with the phone numbers and addresses of local programs. The agencies also operate hotlines to make themselves accessible to young people who are unable to visit them in person. They also operate drop-in centers where they distribute clothing, food, bus tokens, and offer crisis counseling and other basic services such as showers.

In order to increase the scope of the efforts to contact homeless youth, Childrens Hospital developed subcontracts with several existing outreach agencies in Los Angeles County. The purpose of these contracts was to provide these agencies (Angels Flight; Project WARN; Gay and Lesbian Community Services Center; Hollywood YMCA; and Teen Canteen) with additional resources so that more young people could be contacted and referred to available services. Both Covenant House California and Children of the Night also work closely with this effort. During the three year project these agencies have contacted a total of 22,326 homeless youth.

Law enforcement in Los Angeles County plays a critical role in the system of care by locating youth and transporting them to emergency shelter. Under current statutes, law enforcement can hold youth in detention while attempting to contact parents or guardians. Out of County youth may be held for 72 hours while local residents may be held up to 24 hours. Standard operating procedure for law enforcement in processing runaway and homeless youth is to transport youth to the local station, run 'wants and warrants' checks on them, try to contact their parents and then transport the youth to an open Probation Department Status Offender Detention Alternative (SODA) bed in a temporary foster home setting. Unfortunately, the SODA foster families can provide only limited services. They are often not trained to deal effectively with the problems of runaway and homeless adolescents and no structured daytime counseling or case management services are provided. As a result, 45 percent of the youth served leave the program within a few days. Not only do many youth leave the program, the paperwork associated with getting the youth into a SODA bed can take law enforcement officers several hours.

In an attempt to reduce this processing time yet still help runaway youth, Childrens Hospital worked closely with the Hollywood Division of LAPD and initiated a pilot project two years ago. In this project, youth are transported to the LAYN shelter, rather than a SODA bed, after appropriate checks and parental contacts are made. The Hollywood Division states that this pilot project has saved hundreds of hours of police time and that the vast majority of youth referred have not come in contact with law enforcement again.

Finally, in response to increased concerns about the problems of runaway youth, the services available to them and the findings of several studies, Childrens Hospital worked closely with the Los Angeles County Department of Childrens Services to develop and implement the Runaway Adolescent Pilot Project (RAPP) in October 1986. The RAPP project emphasizes strong linkages with the existing runaway youth service system, extending the services of the Department's child welfare programs to adolescent runaways with a history of abuse and neglect. Runaway youth and their families are provided, on a voluntary basis, family reunification services, foster care placement and independent living services using a vertical case handling model. In three years of operation, RAPP has served nearly 800 youth, with more than one-third of the youth returning to the homes of their parents or relatives during the first six months of project operations. RAPP complements the existing system of care by offering long term services to youth who are unable to immediately return home and are not ready to live independently.

The Homeless Youth Act of 1985 also required the collection of cost information on each youth served. An extensive cost/benefit analysis of such a complex system of service agencies to such a heterogeneous population cannot be properly conducted. However, we are required to report specific cost figures in five areas: outreach, meals, shelter, health screening, administration. During FY 88/89, an overall match of $376,200 was added to the $552,000 OCJP Grant in Los Angeles. Outreach agencies match OCJP's grant monies in a ratio of 18:1; as a result annual cost per outreach contact is $45.62. Meals to LAYN's clients are provided by another grant and they average $35.26 per client per year. OCJP monies provide 80% of LAYN's shelter budget. The average annual cost per client for shelter is $713.68. Finally, OCJP monies comprise 50 percent of the budget required to provide medical care to more than 1,000 runaways annually. The average annual cost for medical care is $123.56 per client. One way of viewing this cost summary is that providing food, shelter and medical care to one youth costs $872.50 per year. Of course these are broad estimates and cannot be considered a sophisticated analysis.

PROJECT SUCCESS

The intent of the Homeless Youth Act of 1985 was to provide necessary emergency services (shelter, food, transportation, medical screening, crisis counseling, etc.) to homeless youth in Los Angeles and San Francisco. Over the past three years, the Los Angeles Project has provided such services to a large number of youth who would have been without resources if the Project had not been funded. San Francisco has achieved similar results. Based on this alone the Los Angeles and San Francisco Projects must be judged as successful. In fact, in the spring of 1988 the Legislature passed and Governor Deukmejian signed into law SB 508 (Presley) which removed the "pilot" status of the projects and made the Homeless Youth Act of 1985 an ongoing State program. This action was taken in acknowledgement of the effectiveness of both projects.

However, the impact of the Los Angeles Project went far beyond the provision of services. Between October 1,1986 and September 30, 1989, as a component of the Los Angeles Project, Childrens Hospital conducted a study to determine the number of runaway/homeless youth who actually came in contact with service providers in Los Angeles County. Data was garnered from thirteen agencies that were members of the Coordinating Council. Each agency modified its initial interview format to include questions which would provide equivalent data. Highlights of the study's findings are as follows:

- shelter agencies turned away 8,357 young people while sheltering 8,593;
- 49 percent of the young people sheltered were 15 years old or younger; some were as young as 9;
- 44 percent of the young people sheltered had a history of abuse or neglect. Since this figure

was based on reports at intake, it is probably an understatement;

- 55 percent of the youth sheltered were ethnic minorities;
- only 20 percent of the young people seen by shelter agencies were good candidates for immediate family unification;
- 35 percent of those sheltered were homeless with no home or out-of-home placement to which they might return;
- 25 percent were chronic runaways who were very unlikely to be returned home or to placement;
- 67 percent of the young people seen by outreach agencies were homeless. Most of them (76 percent) came from outside of Los Angeles County and had no living arrangement other than the streets;
- 70 percent of the youth sheltered by non-profit agencies and 35 percent of the youth seen by the drop-in centers were either reunified with families or helped to another suitable alternative off the streets (foster care, group home, independent living, etc.).

This data enabled the Los Angeles Project to develop a profile of the youth served throughout the County (Table B). Such information, coupled with data showing the success of the individual components of the Homeless Youth Act, had never before been available and acted as a catalyst for developing additional services for this homeless population.

During the first three years of the Los Angeles Project, the availability of emergency shelter beds for homeless youth increased from 82 to 136; the number of transitional (long-term) living beds increased from 0 to 110 and the number of drop-in centers increased from 4 to 9. (Table C)

The most visible impact of this increase in resources was a dramatic reduction of the number of youth being turned away from shelter. During the first year of the Project a total of 3,494 youth were turned away but over the last year this was reduced to 1,829, a 48% decrease! In addition, while the number of individual youth coming in contact with service providers continues to increase, the number of youth visible on the streets has dropped dramatically. This is especially true in the Hollywood area where both agency outreach workers and police officers report finding fewer and fewer minors on the streets. This phenomenon is program effectiveness and further need acted as a catalyst for additional government and private funding. As a result, the resources for homeless youth in Los Angeles County dramatically increased.

In the process of developing the Coordinating Council, we have moved steadily closer to creating a comprehensive system of care for high risk young people throughout Los Angeles County. Programs previously operated in relative isolation. Now representatives from 40 private and public agencies, now meet regularly at Childrens Hospital to discuss ways to improve services. Outside observers frequently comment on one of the secrets of the project's success: that the partners in this endeavor have managed to transcend parochial self-interest and to focus on increasing the well-being of young people.

The facilitative role played by the Division of Adolescent Medicine of Childrens Hospital has been a key to the development of this collaborative relationship. As an established institution, Childrens Hospital has helped legitimize both the need for services and the effectiveness of private sector services to high risk youth in the eyes of public agencies and policy makers.

The identification of major problem areas and gaps in services through the Coordinating Council process has subsequently attracted time-limited government and private funds for projects to begin to address the issues of AIDS prevention, juvenile prostitution and drug abuse prevention/intervention with this population. The approach of Childrens Hospital to these new projects continues to be collaborative, with a substantial portion of the funding subcontracted to more than a dozen local service agencies.

The positive progress of the Los Angeles Project over the past three years does not mean that the problems of runaway/homeless youth in Los Angeles are completely resolved. As previously mentioned, more than 1,800 youth were turned away from shelter in the last year and the County continues to be inundated with a large number of homeless young people from other areas in California and the nation. The Project has clearly demonstrated that many homeless youth will utilize services, when they exist, to leave the streets and return to the mainstream of society. Such services should be made available in all areas of the State where a need can be demonstrated. The California Child Youth and Family Coalition (CCYFC) in collaboration with 30 other agencies has published a position paper entitled, A Comprehensive Policy for Runaway/Homeless Youth in California. This paper clearly outlines the service system necessary for the state of California to meet the needs of its runaway/homeless youth. Local, state and federal governments should work together to see that such a system is developed.

TABLE A

SYSTEM OF CARE
October 1, 1986 to September 30, 1989
Los Angeles Project
LAYN Shelter

Number served: 1940

Number turned away: 1401

DEMOGRAPHIC DATA*

Males: 56.5%
Females: 43.5%

AGE	
0 - 9 Years	0.0%
10 - 11 Years	0.2%
12 - 13 Years	4.5%
14 - 15 Years	24.3%
16 - 17 Years	70.2%
Unknown	0.8%

ORIGIN	
Within city	21.3%
Within county	23.2%
Within state	16.3%
Out of state	33.2%
Mex./Lt. Amer	3.1%
Out of country	1.7%
Unknown	1.2%

ETHNICITY	
Caucasian	46.4%
Black/African Amer.	29.6%
Hispanic	17.2%
American Indian	1.7%
Asian/Pac. Insd.	2.9%
Other	1.7%
Unknown	0.6%

STATUS	
Situational	23.2%
Justifiable	9.0%
Chronic	16.5%
Chronic w/ abuse	9.7%
Homeless	27.4%
Homeless w/ abuse	12.3%
Pre-runaway	0.3%
No data	1.3%
Other	0.3%
Non-runaway	0.0%
Non-ruanway w/ abuse	0.0%

*Percentages may not add to 100 due to rounding.

Prepared by the Division of Adolescent Medicine
Childrens Hospital of Los Angeles
PO Box 54700, Los angeles, CA 90054

TABLE B

System of Care
October 1, 1986 to September 30, 1989
Los Angeles Project
Shelter Agencies

Number served: 8593
Number turned away: 8357

DEMOGRAPHIC DATA*

Males: 43.4%
Females: 56.6%

AGE

0 - 9 Years	0.2%
10 - 11 Years	0.6%
12 - 13 Years	10.5%
14 - 15 Years	37.2%
16 - 17 Years	50.8%
Unknown	0.7%

ETHNICITY

Caucasian	44.4%
Black/African Amer	28.5%
Hispanic	20.3%
American Indian	1.3%
Asian/Pac. Insd	3.0%
Other	1.6%
Unknown	0.9%

ORIGIN

Within city	25.7%
Within county	34.5%
Within state	11.6%
Out of state	11.6%
Mex./Lt. Amer	1.8%
Out of country	0.7%
Unknown	3.0%

STATUS

Situational	19.7%
Justifiable	16.4%
Chronic	11.8%
Chronic w/ abuse	13.3%
Homeless	21.2%
Homeless w/ abuse	13.8%
Pre-runaway	2.5%
No data	0.6%
Other	0.8%
Non-runaway	0.0%
Non-runaway w/ abuse	0.0%

*Percentages may not add to 100 due to rounding.

Prepared by the Division of Adolescent Medicine
Childrens Hospital of Los Angeles
PO box 54700, Los Angeles, CA 90054

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TABLE C

SYSTEM OF CARE
Los Angeles County
11/15/89

Emergency Shelters (136)

Agency	# Beds	Length of Stay	Age Served
NCIR Inc	6	14 days	12-17
Angels Flight	8	14 days	12-17
Options House	6	14 days	12-17
Stepping Stone	6	14 days	12-17
1736 Crisis Center	6	14 days	12-17
Aviva Respite	6	30 days	12-17
LA Youth Network	20	60 days	12-17
Citrus Youth House	12	60 days	12-17
Centrum	10	7 days	12-17
SODA (Probation)	36	3 days	12-17
Covenant House	20	7-10 days	18-20

Transitional Living Shelters (110)

Agency	# Beds	Length of Stay	Age Served
Middle House	4	9 months	12-17
Citrus Adult House	12	2 months	18-23
Teen Canteen	10	12 months	18-23
RAPP/DCS	84	6 months	12-17

Drop-In Centers (9)

	Age Served
Covenant House	12-20
Children of the Night	12-17
Gay & Lesbian Center	12-23
Angels Flight Hollywood	12-17
Teen Canteen	12-23
The Way In	12-21
Angels Flight Venice	12-17
Hope Chapel	12-23
Los Angeles Youth Network	12-23

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Chairman **Martinez**. Thank you, Mr. Yates. That one last statement you made, if you are going to cut anywhere, cut from incarceration, the problem is that we have a shortage in that area, too, and those people are there already. But that is a great idea. I would rather see it spent on prevention so that you would not need that other facility.

But how do we break that cycle? I guess we have to invest a whole lot of money to begin with, continue to fund that, to get the rates down of incarceration by prevention and then eventually milk that money away as we need it less. But somebody has to have the courage to start that first part of that cycle going with that first funding adequately because we fight for these monies and even though we might win—let us say the Senate wins the $14.8 million dollars over the $7.7 million that the House is recommending, that still is not anywhere near the kind of money it takes. And there are other places we can get the money other than from the incarceration, realizing that we will fully get back that money from the incarceration end if we are successful with prevention and I think you have given us some illustrations of what a success that can be. I think, you know, you were making the point about $30,000 versus $1,000. You know that is a 3,000 percent savings.

Mr. **Yates**. It is unbelievable.

Chairman **Martinez**. A 3,000 percent savings. Maybe we could couch it in those terms to get some of these people to listen. One of the things that we know and we have seen in reports that health access for runaway youth and youth in the streets is a very difficult situation. It is deplorable really. How would we create a national plan for runaway and homeless for access to health care and the question somebody is going to ask is could the Federal Government afford it? Well, I think the answer to that is we cannot afford not to because it is going to get worse and worse if we do not do it now.

Mr. **Yates**. Well, it certainly is and it is already at, I think, enormous proportions and not just for runaway and homeless youth, but for indigent people as well, because that is what runaway and homeless youth are. You know, when you are a 15 year old and you are out on the streets, you do not have any money. And that is part of the issue.

There are a couple answers, I think, to that. One is to look at the system that is run in Hawaii right now. There was actually an article in the Times about it yesterday. Now Hawaii has 98 percent of its people under health care coverage. And it is one of the lowest cost systems in the country. Something has to be working right. I lived in Hawaii. My family is from there. My wife is Hawaiian and when we were there just about everyone is covered. That is an interesting thing to look at on a State funded system.

Also one of the things that was done to start the high risk youth program is that it was part of a very small amount of money when you think about it, $12 million over 4 years funded by the Robert Wood Johnson Foundation to fund 20 sites around the country. And their concept, and I think it is a very sound one, was to forge a marriage between academic adolescent medicine, so that you have the expertise of good health care, with community based health clinics.

And the funding was minimal. It was $150,000 a year but out of that funding we saw more than 3,000 young people a year and provided them comprehensive health care. Now, I think there are cost efficient ways to address the health care issue with runaway and homeless youth. It is a matter of marrying up the basic centers that currently exist with community centers that provide good adolescent medical care and some infusion of small dollars would really help that.

I would also just like to address your issue around the courage that is necessary to address this issue of incarceration as opposed to diversion. I will give you some ammunition because I look to you as one of those to have that courage. In 1981, in Los Angeles County the Probation Department received a 50 percent reduction in funding. You know, as time goes by we forget about these things. Fifty percent, so it was cut in half.

What half do you think got cut? It was the prevention, diversion programs in the Probation Department that were lost. Barry Nydorf, the head of Probation, says it is not an accident that the numbers in the gangs in Los Angeles County have effectively tripled since that period of time. Those diversion programs worked. People knew that they worked but when it came down to a crunch, people go, "Well, we know it works to keep a kid in jail for a year because they are off the streets." What they never address is that we are so overcrowded in the jails now we rarely keep them as long as we are supposed to and we pop them back out and they are worse when they come back out.

So it is not to say that violent criminals should not be behind bars. I believe they ought to be, but when a young person is busted for selling dope and they end up spending a year in the California Youth Authority or longer, we are wasting our money. What they ought to be doing is going into a diversion program that costs a whole lot less to keep them away from the substances.

As for the alternative you talked about, we are talking about job skills and hope for young people. If they have those, they tend not to get involved with the kind of homelessness or the gang problems that we were talking about.

Chairman MARTINEZ. I agree with you. I was raised in a gang environment in East L.A.. And Jamaal Wilkes said even though he was raised in a tough environment it was nowhere near as tough then as it is now. And it is true. It is more vicious and I think that drugs have a lot to do with that. But even then there were programs that gave us alternatives. And from that experience, I really have to believe that the majority of these young people can really be saved.

Mr. YATES. You are right.

Chairman MARTINEZ. The majority of them. There may be a few, a very few, bad seeds in there that may be the violent ones that have to be incarcerated, but we ought to make that distinction and we ought to fund accordingly. And we need to do that.

Let me ask you, you made one great point which we have talked about in other things. And by the way, on the Hawaii health care plan, I also sit on Government Operations and Chairman Conyers of the Government Operations Committee has been holding hearings on national health care plans. And we have a series of bills up now before the House and they did a study, a GAO study, of the Canadian plan which is semi—I should not say semi-social, but it has socialistic aspects to it, which I do not think would work in this country, but when the GAO did that nobody asked them to look at the Hawaii plan.

I have since asked them to look at the Hawaii plan because you are absolutely right, every man, woman and child has health care in Hawaii. And everybody pays for it. And it is a kind of a social security type plan, employer/employee based, and it really does not hurt anybody, it does not cost anybody that much for the health care coverage they get. And it is also preventative because they find that when you access health care because it is readily available, you do not have some of the real desperate situations that occur when you do not have preventative medicine. So I am with you on that.

But the other thing that we have been looking at in other programs that we have been dealing with is the coordination. There seems to be so many different programs that are all trying to address the same basic issue really and we piecemeal the solutions to death to try to solve the problems. And we are actually wasting dollars. You know, I think there is a way to develop and create a one-stop center in the Federal Government where for youth everybody has to be coordinated through that one agency to ensure and require that or mandate that coordination.

Mr. Coplen. Well, it might be a little bit bold to suggest that. What we have done, and I think it has been very effective, is that the task force recognizes exactly what you said. And we recommended that the city create a youth advocacy program so that all the youth programs in the City of Los Angeles are, in fact, coordinated and they put out a small amount of money, $2.1 million, compared to the problem, it is very small.

But they have required that these groups form consortia to serve each area and to address each aspect of what I talked about before was the continuum of problems. It has been very successful. We have also had these centers created, as I mentioned. The task force has now recommended that the county create a similar group and that it work with the city. It is a logical extension that this kind of planning process occur not just on the local level but at the Federal level and that all these services be developed in a comprehensive and strategic way.

I would like to make a comment about the prevention aspect. I think you can look at prevention funds as an investment in the future. I think later on down line it will in dollars and cents cut down on the amount of money that is required for incarceration, law enforcement, the legal process and so on. It is also an investment in human terms in saving our younger people in our country, as a matter of fact, from what is about to happen.

I do not think that at the present time we can cut law enforcement without turning the streets over to the criminals. We cannot afford to do that. We must find the funds somewhere else to remedy what has unfortunately been true is the last decade of neglect. And I would look back over the last 10 years and see that in this county prevention funds and education funds and health funds and all these other sorts of funds, you mentioned the Probation Department, they are not unique. They have all been massively cut and today we are seeing the results of that.

We have 100,000, nearly 100,000 gang members, documented in this county. The deaths resulting this year are matching what they were or exceeding what they were last year which was a record year. During the time of the Persian Gulf War there were more people that died in Los Angeles County from gang violence than died in the Persian Gulf.

Chairman MARTINEZ. I can see another aspect to this, that you say you cannot cut law enforcement now, but eventually law enforcement might be freed up to do other things and it might reduce the cost of law enforcement when you reduce the other aspect of it.

Mr. COPLEN. I would very much agree with that. I say it is an investment in the future and if we can prevent these people from reaching that level where they will not need to be adjudicated and incarcerated, no one would be happier than myself or members of law enforcement.

Chairman MARTINEZ. I guess the question I was asking is, and you answered it, if you went from city to county the next step is Federal and we ought to have a Federal plan like that.

Mr. COPLEN. I would think it is a logical extension. And we have demonstrated at the local level that it does work.

Chairman MARTINEZ. Very good.

At this time, I know my staff are writing notes here and I am going to ask—look at them get shy all of a sudden. Roger? Roger is someone who has worked in this field for a long time.

Do you have any questions, Roger?

Mr. MCLELLAN. No. I did have a comment on the Hawaii health insurance. Apparently there is a problem with ERISA for other States to be able to mandate full coverage for everybody. Hawaii had passed legislation but had not implemented it when ERISA was passed, which is a Federal regulation. And so they were sort of grandfathered with a waiver. And other States have tried to do that and have not been able to. That is one of the biggest problem.

Mr. YATES. Yeah, I recognize there are problems with it. I think the issue is one of are we going to have universal health coverage or not. And the real reason to have universal health coverage is what it costs us not to have it. And we are blind to that. The point the Chairman made is that preventative health care saves billions of dollars in this country, but we do not see that.

But I will tell you, for instance, in Los Angeles County with some of the cuts we have people who cannot get in to a walk-in clinic for primary care. And where they get into the health care system is in the emergency room. And the difference in cost between a primary health care visit for preventative care and a visit to the emergency room is geometric. So that is the issue. There are risks and there may have to be waivers at the Federal level on certain legislation that has already been passed, but that is sort of the challenge is to look at what works and see how it can be replicated.

I guess that is another point about these substance abuse prevention programs that have been funded. We really ought to look at those that have worked, because many have and some have not. Those that have worked ought to be definitely reauthorized, refunded, and we should look to fund some others that have similar ideas or are going to use those concepts to carry forward. I think sometimes we get trapped into funding things over and over again, some of which are not working. And we ought to put our money into things that have been shown to be effective.

I certainly agree, once again, with my colleague here that at the Federal level it would be extremely helpful to have a bureau of adolescent or youth services. The whole concept of trying to read the Federal Register and find something to write a grant for is mind-boggling because so many different sources send that money through. If they all sent it through one bureau and there would be a lot more coordination, I think a lot more efficiency in the spending of the Federal dollars that way.

Chairman Martinez. I agree with you. The Federal Government can give waivers to the States and if the States are interested in doing it on a State level, we ought to be giving them those waivers and making the law such that it would allow for those waivers and let them do it on a State-by-State basis because I think a lot of people would follow Hawaii's suit, a lot of States would. And as a result we might get a national health care plan in spite of ourselves.

Mr. Yates. Right.

Chairman Martinez. I want to thank both of you for appearing before us today. You have been very helpful. You have made some very, very good suggestions and I think you have stirred our imagination, too, a little bit to things that we might do and can do and we will be working through some of those things. And we look forward to getting further input from you.

One of the things I would like to get, Mr. Yates, is that study that you did that indicated the success rate that you had because I think that would be very helpful for us to have.

Mr. Coplen. Mr. Chairman, in the future, too, we do have statistics on many of these programs which have demonstrated that a community mobilization and prevention kind of strategy can bring down crime rates. So there is a real body of evidence to demonstrate that this works.

Chairman Martinez. If you will provide those for us, we would be very appreciative and we will make those a part of the record.

Mr. Coplen. Okay.

Chairman Martinez. Thank you both very much for coming.

Our next panel is Mr. John Peel and he is accompanied by a youth participant. Mr. John Peel is from the Los Angeles Youth Network, Los Angeles, California and Mr. Steve Valdivia, accompanied by a youth participant, Community Youth Gang Services, Los Angeles, California.

We again, welcome both of you and Mr. Peel, we will start with you and you can proceed anywhere you would care.

Mr. McLellan. Mr. Peel asked if Steve Valdivia can go first.

Chairman Martinez. All right.

Steve, why don't you start?

STATEMENT OF STEVE VALDIVIA, COMMUNITY GANG SERVICES, LOS ANGELES, CALIFORNIA; ACCOMPANIED BY MARY ANN DIAZ

Mr. **Valdivia**. With me is Mary Ann Diaz, a former gang member, who has the displeasure, I guess, but the human experience of going from gang member to incarceration to now a fully fledged practitioner, in fact, supervisor heading up gang teams that are mitigating the problem on the streets.

Chairman **Martinez**. That is Mary Ann Diaz.

Mr. **Valdivia**. Mary Ann.

Chairman **Martinez**. We are glad to have you here.

Mr. **Valdivia**. I want to talk for a couple of minutes about, and backing up what Bruce Coplen said, we are associates on the in the same Interagency Gang Task Force. The idea of consolidating and coordinating agencies came as a result of a targeting plan developed by Community Youth Gang Services.

This is a result of primarily seeing that the resources for non-law enforcement prevention and education efforts were being significantly reduced for the last two decades as the gang problem continued to increase. We became a little smarter about our intents and a little smarter about our delivery of service.

The street gang counselor who had the interface with the gang member became increasingly frustrated because the more often they interacted with gang members, the more it became evident that there were no alternatives to present. Gang members many times will tell you in an honest moment that not only do they not like being where they are at, more than that they do not want their little brothers and little sisters or sons and daughters to have to follow in that.

There is more often than not an external environmental factor. They find themselves in the gangs. They find themselves on drugs. They find themselves there, "because that is the way it is," or "because I do not know any other life" or, "because my brother told me," any number of reasons that are beyond their ability to comprehend or do anything but change.

As practitioners in this field, of course, we know that there are socioeconomic factors or political and other reasons why there are areas that seem to promulgate gangs and drugs and all the other issues that become part of that lifestyle. Knowing so, we also know that as a social phenomena, economic phenomena, it can be looked at as a disease, as a social disease, if you will, that is not only treatable but preventable.

If you take that as a premise, then you go about creating activities and enterprises that are prevention in design and that have the better results towards the end. So what we did is we set up some designs that have some usual things to them. There are self-esteem building activities, parenting education, teacher training, community action enterprises, reclaim the community, youth physical fitness and interaction with youth from different gangs, with potentially other gang members.

And what we did is we started off something called the RSVP which you heard Bruce Coplen talk about as a method of integrating services; prevention, intervention, law enforcement and then targeting a community and then watching for the results. In 1988 we consolidated our forces in south central Los Angeles in primarily two precinct areas, 77th and Southeast.

These two areas are constantly blamed and known as Blood and Crip town. They have been known, for reasons that are not only local but national and, in fact, international and being blamed for the rise and increase of not only gangs but the spread of drugs. So we thought this would be an excellent place to do a study on what would happen if you consolidated your resources, integrated your systems and targeted communities, not bifurcating or not delineating according to male gang members, female gang members, gang members by age, that is 13 to 17 which the Federal Government is currently involved with incidentally, multi-generational gangs, recent immigrant gangs and all the other different ways that we serve to identify and try to isolate these members.

That assumes that gang members somehow fell out of the sky and that they are somehow alien to this environment. And we wake up one day and we find out we are surrounded by gangs and that is also the way that we find Salt Lake City, Seattle and some of the other cities in this country, seem to wake up and discover they have gangs. Their first reaction is "L.A. sent them." And when L.A. looks into it, and I have done so, we find out that they have had a gang problem for at least 5 years and sometimes as long as 15 or 20.

The only thing that these people have been able to do is identify themselves now as gangs, vis-a-vis, the media and some of the movies, et cetera. But they always have the same similar problems and the first reaction, of course, is law enforcement, incarceration and RICO Statutes and all the other array of ways of dealing with these, quote, "aliens."

Well, L.A. has them. We do have most of them. We do have the broadest variety of them. But, again, from the community standpoint, from our standpoint, we have gotten smarter about how we deal with them.

Law enforcement and the Interagency Gang Task Force, as Bruce Coplen represents, has not looked beyond the numbers. We have had so many homicides this year that is, therefore, a percentage increase over the previous year. We have looked at it from a law enforcement standpoint of being primarily a black and a brown problem.

We have done all kind of comparisons law enforcement-wise that are not only annual comparisons but are also ethnic comparisons. Therefore, you get some of the responses to questions in groups like this, hearings like this, as to what is the current situation and the responsible being. Well, the Mexicans are getting broader and bigger in their gangs in the violence and the blacks are going down.

The following year you will get a response that is maybe just the opposite but it is essentially the same type of response. What we have done as community agents is because we involve people who actually live in the communities, we have trained them, we have been able to educate and make them a part of the solution, we get involved with finding out where the gangs come from, how they evolve, what their ethnic and cultural backgrounds are and then we establish a plan of action that involves all the usual things; prevention, education, community mobilization and, of course, law enforcement.

It is an integrated process of working on a problem that is very complex and it is also very simple. And it is as simple as returning a community to a state of normalcy. And it is as complex as returning that community to a state of normalcy, but it involves some very basic things. It involves prevention, education, self-esteem building. It involves positive activities for young people. It involves good parenting skills. It involves ownership in community, a feeling of ownership of your parks. Therefore, you've heard the terminology come out of L.A., out of this organization, that is all over the country now, "Reclaim your community, reclaim your park." It all started right here but it begins with reclaiming your youth.

And how that term has been bastardized, unfortunately is that we consider it to be strictly a physical reclaiming activity. Nothing could be further from the truth. The primary emphasis on reclaiming is geared primarily towards our children. Our children have been alienated not only in the gang communities but in every community in this great Nation of ours.

The worst signs and I guess the bottom of the barrel in relation to how serious it can get is obviously in the gang and drug world but you can see it in evidence of any other malady facing kids today, whether it is runaways, school drop-outs, suicides, drug abuse or any other part of that. Kids are being continually alienated. It is the illness that affects them all. We must bring them back into not only reclaiming them in gangs and gang areas but reclaiming them, period.

There is much evidence that we have. I have given some of it to your staff before. I can tell you about the homicides. I can tell you about the economy of drugs and economy of gangs. We can go on for quite awhile talking about immigrant gang populations. There are various types and numbers of how they cluster in a community and create gang wars and drug businesses and enterprises to survive. We can talk about any number of things, but I wanted to stress just one thing to you that is very particular and very important.

That there is technology available. There is data being entered into computers that is very important in this fight that traces gang histories, that traces the evolution, traces what conditions exist that tend to turn areas into gang neighborhoods. This is the kind of information that I think is much more useful than just counting numbers at the end of a given year. And they involve, of course, the same kinds of issues; prevention, education, et cetera, but they deliver it in a slightly different way depending on the culture and the nationality.

And, in fact, we do have them here and now from every free country in the world and that includes Armenia and we even have a couple of Russians that just joined our Venice Shoreline Crips. So gangs are here for awhile. It is very neat. It is trendy to join a gang. It is being picked up by Madison Avenue. It is beyond what your wildest dreams might consider it to be. And it is time that we looked at it as the disease that it is and looked at it in a multifaceted area.

We are very fortunate to be part of the evolution of the coordination of services with the city. That germ started with us. I was part of that committee that sold it to the city. The same thing with the community reclamation project. I know the resources are scarce and becoming scarcer and I know that we have to get smarter about the delivery systems. But they are the same old thing.

Head Start works. I am a product of Teen Post. Those kinds of human programs, Boys' Clubs, Girls' Clubs. Someone turns you around, believe it or not, but they got to know what they are talking about. We have to have internal ownership of those delivery systems.

And there is one other critical point I want to make briefly, that if we do develop these things on the Federal level, they cannot be externally operated. These communities have had it up to here with external effects on their communities; welfare, law enforcement, the probation officer, parole agent, everything that is external, all the power and control is external. There is no ownership of their lives. There is no ownership of their future and therefore, the kids see that and they go to where the power is and the ownership is and that is strictly with the gang.

The gang has the ability and the power to move and manipulate the environment. The family and the community does not. So if you do consider this kind of national enterprise which creates consolidated services, it has to be owned by the community, the people who actually live there. And there are ways to do that. We have proven it and we have proven that that is what works for the longest period of time. It has the most meaningful effect on change.

Thank you.

[The prepared statement of Steve Valdivia follows:]

OVERSIGHT HEARING

RE.
Drug Abuse & Prevention Programs for Runaway & Homeless Youth
and
*Youth Gang Drug Prevention Program
(authorized by: Anti-Drug Abuse Act of 1988)

NOTE: Hearing relates to re-authorization of the Act and an investigation of possible changes

Friday
August 2, 1991
Los Angeles County Office of Education Board Room
9300 Imperial Highway
Downey, CA

NOTE: Five (5) minute maximum oral presentation, followed by Q & A.

SIGNIFICANT POINTS TO BE COVERED:

1. Overview and need for additional assistance:

- Experts agree that Los Angeles is the drug & gang "capitol" of the nation.
- In 1989, L.A County experienced 570 gang homicides (690 in 1990)
- In 1989, street gang narcotics sales arrests (not including arrests by the Narcotics Bureau) increased by 24%.
- At present, we only have one (1) small grant of $50,000. With this limited amount, we have been able to begin implementation of our TAS, already shown to reduce gang and drug crimes in other areas (REFER TO: Mayor's OCJP Study re: 77th, and Southeast) in the E.L.A. and Southwest areas. We have also begun the development of a computerized, gang tracking system and community analysis system.
- Continued and additional funding is needed to complete and expand this work.
- Because of the magnitude of gang related drug problems in the L.A. area, approaches proven to be successful here, can be replicated successes elsewhere.
- Because of the importance of the project, CYGS has committed staff and resource to the target areas, well in excess of the meager funds provided by the grant.

2. Points to emphasize re: approaches:

- CYGS is the largest, and one of the most successful non-

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police, anti-gang program in the country.

-In cooperation with law enforcement and other agencies specializing in gang and drug programs we are succeeding in the implementing TARGET AREA STRATEGY.

-Spell out design and operation of TAS.

-Emphasize the need for a multi-faceted approach.

-Note CYGS components.

-*Need for coordination, cooperation and communication between agencies.

-Gangs and drugs are problems best served by professionals, working in concert with, and providing leadership to community groups and organizations.

-Note other TAS successes re. drugs and gangs (eg. OPERATION CUL DE SAC)

-Note current development of L.A. CITY (MOBILIZATION & EMPOWERMENT CONFERENCE, SEPT. 20 & 21, 1991)

-OTHER

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COMMUNITY YOUTH GANG SERVICES, INC.

Basic Realities

One of the leading causes of death in young minority males is violence.

Gangs and drugs are proliferating at a staggering pace throughout the nation and combine to present a major and current threat to our youth and to our communities. Law enforcement statistics and numerous studies indicate that the Los Angeles area is the current hub of gang and drug activity. As an example, there were 690 gang related homicides within Los Angeles County in 1990.

Traditional approaches simply do not work. These approaches tend to break down into two (2) basic categories: (1) Suppression, and: (2) Community Service.

TRADITIONAL APPROACHES

SUPPRESSION	COMMUNITY SERVICES
-Massive arrests (sweeps)	-Rallies, Media Events
-Special Units & Training	-Primary use of ex-gang members with little or no training
-Tougher Laws & Enforcement	-One-at-a time services (Sports, Gang Workers, Prev. Ed., etc.)
-Stable, Increased Funding/Resources	-Short Term, Sporadic Funding/Resources

The results of these short sighted approaches is chaos, conflict and no long term solutions. In the mean time, our communities continue to cry, "Uncle" and continue to suffer.

The gangs are winning! The numbers of gangs and gang membership continue to grow. The volume and percentage of crime increasingly is attributable to gangs, particularly homicides. Gangs are a growing menace to numbers of communities that previously had no history of gangs. As an example, only a small percentage of cities within Los Angeles County can show that they are not seriously threatened by gangs and that percentage is dwindling. Virtually everyone and anyone are now victims or potential victims of gang crimes.

SOLUTIONS

CYGS, in concert with law enforcement, other public and private agencies and organizations have validated the success of the "TARGET AREA STRATEGY". This approach involves the application of the multi-faceted and integrated services of CYGS, focused on targeted communities and working in concert with virtually all agencies and organizations with an interest in these areas and having specialized staff, resources and services relating to gangs. In the two (2) Target Areas of Los Angeles, where TAS was fully implemented, gang homicides dramatically decreased while surrounding areas continued to experience increases in gang homicides and gang related crimes (See the Los Angeles Mayors Office of Criminal Justice Planning study).

A significant part of the solution incorporates the multi-year funding of integrated, multi-faceted and community sensitive programs with the ongoing support of all levels of government. This requires less focus on pilot programs to "prove" new techniques and more support for approaches that have already proven their worth.

THE SEVEN C"s SOLUTION

1. Communication
2. Coordination
3. Cooperation
4. Concern
5. Computerization
6. Control
7. Cash

Chairman MARTINEZ. Thank you, Mr. Valdivia.
Mr. Peel?

STATEMENT OF JOHN PEEL, LOS ANGELES YOUTH NETWORK, LOS ANGELES, CALIFORNIA; ACCOMPANIED BY LYNN MILLER

Mr. PEEL. Yes, thank you very much for giving us the opportunity to come in and speak today. I am very, very happy with the fact that we have been recipients of funding for this program and I am joined today from Los Angeles Youth Network by Lynn Miller, who is 19 years old, sitting beside me. She is part of our program now because she is a peer counselor with our program and that is the peer counseling that has been made possible by the drug prevention program funding.

She is in a long line of peer counselors who have had success within our program, have become a peer counselor and as with many of them, she has plans in the very near future to move on and be away from the streets and relocate possibly outside of Los Angeles.

Before I go on with how great that program is working I want to give you a little background about Los Angeles Youth Network. Mr. Gary Yates mentioned a little bit about how Art Agnos originally represented the legislation in 1986. Los Angeles Youth Network helped provide the information and the statistic gathering to show that there really was a need in Los Angeles. I know sometimes you can see the need but you have to prove it. You have been in politics for a long time, "Show me, show me," and that is what we had to do.

We opened our doors and the beds were filled very, very quickly and have been filled since that time. There are a lot of questions that come up around homeless young people on why are they there? What has the problems been in existence that makes it so that they hit the streets? Most usually I answer that question with a breakdown of the family. And I think that that is one of the things that we have in common with the gang problem is that there is a replacement of the family structure. Many of the homeless people who we have in Hollywood have turned to gang living, gang groups, because they need a family structure. We need someone to call our own to be with.

Los Angeles Youth Network has been funded primarily by the Office of Criminal Justice Planning for our operating funds because they found such a tremendous reduction in crime in the Hollywood area when we came into existence in 1986. In the first 6 months there was a drop of 43 percent in the number of crimes that involved adolescents. Basically, these young people needed something else to do. As you so well mentioned, Mr. Chairman, they needed alternatives.

They did not have any alternatives out there on the street. They knew what it was going to take to survive. They knew that they needed food. They knew that they needed shelter and they knew that they needed people around them. And they did that to the best of their ability. If it involved crime, it involved crime, but it was still survival. And quite frequently it involved drugs.

Most of the young people that we work with at Los Angeles Youth Network do not have a singular drug of choice. Drugs are usually used as they are available. And so that sometimes our work with them is made easier because we simply need to create a new alternative. In the written testimony that I provided your staff, I let them know that basically we have found that every extra curricular activity we have is drug preventative because it gives them a new alternative. It gives them something else to do during the time that they would normally be searching for something to do.

As a young person growing up I feel like my grandmother's continual statement is, "An idle mind is the devil's workshop," and I think that we've found that when there is nothing to do, things are found to do. And we need to continue to have programs that are going to give people new alternatives on things to do.

Within our drug program, we found that we needed to let the community know and we needed to let other social service agencies know about our success. And one of the things that we have put together are in-service programs where we go and speak to other groups. We go out and speak to community groups. And you probably would not be surprised but I wish we would be more surprised that a lot of community groups even in Hollywood blame the homeless problem on the service provider. "The kids are only here because here is where you are providing services."

You know, somewhat like, "There is only traffic because we built freeways." I think that we need to continue to educate the community. We need to continue to educate that population out there who seems to be removed and does not really want to understand that they are part of the problem if they are not part of the solution.

One of the things that we have found is most difficult within our system is maintaining our peer counselors. We actually at one time had to go to having more living at home, in-school sort of peer counselors because as our peer counselors became successful, the last thing they wanted to do was remain living on the streets. We are fortunate to have some people who are dedicated but, again, they move on very quickly. We are kind of a training ground for reentering the mainstream of society.

As Mr. Yates indicated, we have the highest success rate in the country in this Los Angeles program because the kids actually do remain off the streets. It has been very, very successful.

The last thing that I was asked to present here is some ideas of what we need to do, why do we need to reauthorize these programs? And one thing that I would hope that, Mr. Chairman, you and your colleagues would look at is to look at the successful demonstration programs. Quite frequently, we have a tendency in reauthorization to reauthorize the funding of every program, whether it was successful or not. And I would like us to look and say a demonstration program is exactly that. We have tried a lot of things. They do not still have the Edsel in production. And we do not need to continue to produce programs that did not work during the demonstration time.

I think we have proven some very effective uses for this funding and I would like to reiterate the statements of, I think, almost everybody that has been out here. Volunteers are wonderful. They keep us going. They keep us energized. But they cannot sustain a very active program. We need to have paid people and we need to have funding that comes in sometimes at the 100 percent level.

In my written testimony I suggested that a five year dimension support program have the first year 100 percent, the second year 100 percent, third year 75, fourth year 75 and fifth year 50 percent. Do not get me wrong, I would like to have 5 years of 100 percent. I want to go after what is possible. Ideally, we need to continue to look at these resources.

I do get tired of hearing people say, "Youth are our resources," and yet there are no actions and no real words behind that that follow it up. Now, I have heard them from you and you have followed it up, especially by having this meeting. I hope this continues. I know that Lynn came here today, obviously, as anyone would at a hearing hoping that there were not going to be too many questions that would be asked, but she knows that there may be some.

She does not have any written testimony or anything official she is going to present, but I am sure she would welcome any questions from you or anyone else on the panel.

[The prepared statement of John Peel follows:]

COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES
MATTHEW G. MARTINEZ, CHAIRMAN

DEPARTMENT OF HEALTH & HUMAN SERVICES
OFFICE OF HUMAN DEVELOPMENT
ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES
FAMILY AND YOUTH SERVICES BUREAU

DRUG ABUSE PREVENTION PROGRAM
FOR RUNAWAY AND HOMELESS YOUTH
ANTI-DRUG ABUSE ACT OF 1988

OVERSIGHT HEARING

Friday, August 2, 1991, at 9:00 A.M.
Los Angeles County Office of Education Board Room
9300 Imperial Highway, Downey, California

Testimony by John L. Peel, Executive Director, Los Angeles Youth Network
1944 North Cahuenga Boulevard, Los Angeles. Phone (213) 466-6200

The efforts of the Department of Health and Human Services in making these monies available are much appreciated. Los Angeles Youth Network was awarded a grant to provide a demonstration drug abuse prevention program for runaway and homeless youth. The program was designed to provide individual, family and group counseling to runaway youth and their families and to homeless youth for the purpose of preventing or reducing the illicit use of drugs by this population. To that end the program developed a peer counseling and outreach program, a community education program, an inservice presentation for new staff and other social service agencies, and a documentation system to record the outcome of program efforts.

The needs and issues of the population that LA Youth Network serves, required more specialized services that regular peer counseling programs developed by the schools and other providers could not accommodate. The dysfunctional families that have provided us with thousands of clients, have also provided us with the challenge of helping these youths cope with a multitude of psycho-social issues. An example of the trauma these youths have encountered occurred when the peer counselor/outreach workers were being trained. Sessions focusing on how to respond to other clients' issues about sexual abuse, uncovered many new memories about past sexual abuse in their own lives. This resulted in several months of intensive therapy for two of our peer counselors, while another chose not to be a peer counselor because he found the memories to painful to confront. However, for some of these youths, facing these issues was empowering. One of our peer counselors completed his own case plan, found an outside counseling job, and is now living independently.

The peer counseling and outreach program has had a substantial impact on the entire agency. I would recommend that the committee contemplate the inclusion of modest stipends for the peer counselors. We were able to get a short-term private foundation grant to try providing stipends, which has been very effective.

The style of counseling and confrontation utilized by the peer counselors was an issue from the start. The first peer counselor facilitated AA/NA meetings at the agency facility. Because of AA guidelines the meeting had to be listed as open to anyone who wanted to attend. Though this may not be a major problem for some facilities, our clients have a very strong desire not to be near or around any adults who they don't know unless it is "business." Much time was devoted to preparing clients for outside participants joining the meetings. The end result was positive role models who were non-threatening.

Turnover was the greatest problem for the peer program. Eventually we had to turn to local, non-homeless peers for a base of consistent counselors. With these "living-at-home-attending-school" peers we stabilized the program. They came to the agency, on time, for regularly scheduled meetings and group sessions. When special events were planned in advance, we knew that these peers would not be missing. What we lost with this group was the factor of being able to relate with the clients. Though they may have been born in the same generation, they had not experienced any of the same horrors or tragedies. At the current time we are utilizing both groups of peer counselors.

One of the most important aspects of the drug prevention program at LA Youth Network was discovering that virtually every extra curricular activity resulted in drug abuse prevention. During the times that groups, outings, or speakers were available, the clients did not use drugs or alcohol. The homeless youths who come to our agency for services tend not to have a single or primary drug of choice. The majority of them use whatever drugs are available. Though there were a wide range of contributing factors, the most consistent problem was drug abuse.

The overall administration of the program by the department was done very well. When problems were presented regarding the directing of quarterly reports, reapplication, and/or payment schedules, the offices in Washington and San Francisco were quick to find solutions instead of blame.

In planning for reauthorization I hope that several ideas will be considered. I believe that metropolitan areas need more funding than rural areas. During a conference in Albuquerque, New Mexico, I presented to a crowd that included more than 25 people. Twenty of them came from states with less population than L.A. County. One of the co-presenters came from a program that covered three counties with four workers. I have four caseworkers who work in one building and don't have enough time to see all the kids that walk in the front door. LA Youth Network has assisted many youths with at least one from every state and seven other countries.

As previously mentioned, I hope that stipends can be offered to selected peer workers. This funding should also be continued for successful demonstration programs. Five years of diminishing support, i.e. Year 1 - 100%; Year 2 - 100%; Year 3 - 75%; Year 4 - 75%; Year 5 - 50%.

Chairman **Martinez**. Thank you, Mr. Peel. We will not ask any questions. We will just talk. Do not worry about answering questions. You would be surprised; once a person is asked a question and if it is something that they have an interest in, you will soon talk very easily.

The thing you said about the gangs are here because you are providing the service and those problems are here because you provide it, that really rings a bell. I remember when the Boys' and Girls' Club of Monterey Park was trying to get a sponsor so they could get their charter from the national, that some of the community people we went to, that was the very thing they said, "Well, all you will have there is a gang headquarters. So that is going to be used as a gang headquarters and it is going to cause us nothing but problems. You are going to be policing this," and that is the same one that I told you really prevent a gang from actually forming.

And so it was really different than what they said, but I know what you mean. I have a great sense of that because as the president of the Rotary Club that year I had a really tough time, I had to threaten resignation as president, which would be an embarrassment to them, to get the Rotary Club to take it on as their community service project to help build that Boys' Club so they could get their charter. And we did it and it turned out to be a great success. Today they have a beautiful new club and the whole community is 100 percent behind them. See how things turn around?

But you have to prove it to them. It is like you have to say to the legislators when they talk about funding, "Show me, show me." I mean, if they would only open their eyes and look and see that the programs are there and, like you say, there are successful ones, so fund those successful ones as much as we possibly can because those are important.

But you know, we have a meeting like this and we have excellent testimony like this and then we take it back and we are limited as to how many people we can expose it to because they will not read the records and short of making a film and then getting them down in offices and tying them in their chair and sitting them in front of their video and playing it for them, I do not know how you are going to do it. You just have to keep arguing, I guess, and asking them for help.

Mr. **Peel**. One of the things that we did, Mr. Chairman, we had some legislators that came out through Hollywood one time. It was kind of the result of us—we had been in Washington, DC and we had been in Sacramento and in both places we heard people say, "Well, Hollywood obviously does not need any money; they have all the money coming in from all the entertainment industry there."

And so we said, "You know, things are quite a bit different than you perceive them to be. How about if you come out the next time you get an opportunity?" So we took them for a little walk-through and we simply took a walk from our outreach center over to our drop-in center. And during that walk, and it is only about seven or eight blocks, they ended up being involved in the middle of an FBI drug sting that was right on the streets of Hollywood. And there were guns drawn and it suddenly became very well aware to their eye and to their livelihood that they might perish in this place that they thought was being taken care of by entertainment industry funding.

Chairman MARTINEZ. We are going to move to Mary Ann and Lynn because you are going to see how easy she does it and you are going to feel very comfortable. Mary Ann has appeared on several TV shows, have you not?

Ms. DIAZ. Well, yeah, I have, a couple.

Chairman MARTINEZ. See, she is an old hand at it.

Ms. DIAZ. It is known as a ham, I think.

Chairman MARTINEZ. You know, I was visiting Job Corps and there was a young lady that was taking me on a tour of the Job Corps downtown at the YWCA. And she was the nicest woman you ever saw, I mean, very well-spoken, very positive about herself and about her future. And remarked, because, you know, the Job Corps really takes young people at their avenue of last resort and supposedly turns them around. But I was talking to this woman and I thought with her positive attitude and her bright outlook, this person would be a success at anything regardless of how difficult the obstacles were. And I can believe that remark. You know, I usually say the things that come to my mind without really thinking too much beforehand. And I said that and she started to laugh and the director of the school started to laugh. And he says, "You did not see her 6 months ago." And she had been in jail, had done prostitution, had done a lot of things that you would never imagine looking at her in her present frame of mind that she could have ever possibly done.

She had grown tremendously because somebody gave her the alternative to and the chance to. And there was another young man who was also accompanying us on that and I made the usual dumb remark, asking a rhetorical question, never expecting the answer I got. I said, "You are a drop-out of high school." And he said, "No." He said, "I am not a drop-out, I am a force-out." I said, "You are a force-out?" He said, "Yeah, my environment forced me out. The situation and my home and my life and the things around me forced me out." He said, "I really wanted to stay in school."

And he went through a litany of things and you look at him now after somebody had given him a chance and you would imagine that with his frame of mind now and attitude now, that he could have been through that and endured that. And evidently you have gone through a lot of that, and I think it is important, if you would, please, share some of that with us and tell us a little bit about your experience and how you turned that around for yourself and how do we cause that experience that you have had to have a positive effect on others or cause some of our people sitting in ivory towers in Washington to understand how desperate the situation is and how much we need that money.

Ms. DIAZ. I would be glad to. You know, I did go through the gang experience and not in a lightweight type fashion. Being a female I had to be that much more, I will use the word violent, to get recognized in the gang. You know, unfortunately, our society is set up to recognize usually the negative rather than the positive that is going on with the youth today.

I was never recognized for my A grades in school. I was just part of the crowd. I was never recognized for my efforts in band which nobody would ever believe I played the sax for about 3 years. I never got any real key recognition from the schools or anyone else in the community until I started hurting people, creating violence and havoc in my school. Then everyone from the principal down to the police officers on the street were coming to see me, to talk to me, to find out why I was acting in this manner rather than coming to me when I was doing a good job.

It was when I started to act in a not so adequate fashion that people wanted to find out why I was acting that way. I believe that when you are focused on and looked at for the negative you seem to know that that is what brings the attention to you and you continue to do it. I continued to do it, wound up in prison not for a lightweight charge, two counts of attempted murder and conspiracy, and served 3 years in the penitentiary.

No rehabilitation there, I will tell you that right now. There was no rehabilitation in the penitentiary. The rehabilitation came from those positive people who stood by me through my prison time, including my family, a law enforcement official, who is a deputy in the Lennox Sheriff Department who is now with the District Attorney, who took the chance to try to help me. The minute I stepped my foot out of that prison, he was there. And he did not want me to go back into the path like I had chosen earlier. And he redirected me into a positive avenue, which was, thank God, Youth Gang Services was founded the year prior to my getting out of prison.

It was tailor made for me. I could not believe it. When I hit the street, I thought to myself, "What kind of job am I going to get? Who is going to hire me with the record that I have?" And the tatoo was on my hands and the way I looked at that time, if you saw me at that time, you would not have me sitting right here at this table.

Steve remembers me at that time. I do not think I was somebody who he would have brought with him. It was 6 years ago or 8 years ago. But I have been able to grow and people recognize me for my positive efforts in the gang problem. And I have been innovative in trying to think of things. Speaking of alternatives, I have always wanted people to place the word "realistic" in front of it, because you can provide all the alternatives in the world. If it is not realistic, the kids are not going to become a part of it, okay.

If you expect kids out of the gang areas to join the Boy Scouts, I think you had better look at it again. They are not going to do it. It is not cool to them. It is not something they want to be a part of. It is not considered something hip for them to do. The gang is hip. The gang is cool. The gang gets recognition. They are in the media all the time; the clothes, the style. Kids who have nothing to do with gangs are dressing that way because that is cool.

That is what people want to be. What we have to do is structure something that can be in direct competition to the recruitment that the gangs are pushing out in the street. We can recruit our kids into positive activities if there were the right people doing it. You cannot expect them to listen to people who they have always looked at as society, people who do not understand them. They need peers.

I am considered a peer to those kids. I have been through the same lifestyle. I have made it out. I am the role model that they can really look at as a realistic role model. I do not have millions of dollars. I do not drive a Rolls. I live in the same community that I grew up in. You need to stay there and deal with those kids. You need people who have fought through that community, fought through all the negative aspects and come up on top and pull those kids with them. That is the important part.

They respect me because I have stuck by them all these years and I am still there. My heart is still in the neighborhood. I may have changed on the outside but the inside is the same. I believe in those kids and I will always stand by them. The agency that I work for, Youth Gang Services, has always been an innovator in programs, taking a lot of risks, designing programs that will target those kids and everyone else that has fallen through the cracks and I was one of them.

So my part in this is emotional but I do like to get paid for what I do. I would hate to have to sit and worry about how I am going to pay my rent, because how am I going to deal with the kids if I got to worry about my own. Okay. So you do have to give people an economic basis to survive on while they are trying to deal with the other kids in the community. The last thing you want to worry about is having your lights turned off or being evicted. You need to survive and you know, I believe in people volunteering but you can only do that for so long. You need to have people who can get compensated for their efforts.

And that is about all I have to say.

Chairman MARTINEZ. Well, thank you, Mary Ann. You touched a nerve in a couple of places. You know, I guess some of us get into violence for a lot of different reasons, you know, you for recognition, some of us to prove ourselves, you know. I remember when I was a kid I had quite a reputation for being a fighter and the truth of the matter is I was scared to death every time I started a fight but I did it in spite of the fear so somebody would recognize me.

And pretty soon I found out I did not like to get hit in the head so many times; it hurt. But until you grow a little bit and things—there are people though that helped along the way. I can remember some of the people; one a particular teacher that has passed on now, Mrs. Casons, who actually slapped the heck out of me with a ruler. And I tried several times to hit her and I thought, you know, one thing at least my family did teach me is you do not hit women.

Every time I started to reach back to hit her, she would hit me with that ruler and I said, you know, I am not going to hit her and I am getting the heck beat out of me so I had just better take off and run. And I started to but she grabbed me. She said, "You are going to sit right here." And she said, "I am going to take all the time I have to." Her willingness to take the time, I think that a lot of us the willingness of one person at some point in time or maybe even some kind of a series of events. For you was there a series of events or one or two people?

Ms. DIAZ. It was a series of events. One, when I became incarcerated I found out that my home boys were not as loyal to me as I had thought they were. One, you need to commit crimes on behalf of the gang and building a name for that gang which is really all our efforts were to make this gang number one. The only way you become number one is through the violent acts that you do out in the community. And I just happened to be one of the cheerleaders for that and really pushed that in the gang.

When I got busted suddenly I was alone. They could not take the time to take that bus ride up to the joint to visit me so it became real clear to me who the people were in my life that had stood by me. The Deputy Sheriff came up to see me, one time in his uniform and he never did it again. It was quite embarrassing and I got hassled quite a bit for it but—and it was hard to say he was a member of my family because he was black and I'm Mexican.

Chairman **Martinez**. Well, actually did you not feel a little bit good that he had the——

Ms. **Diaz**. I was surprised. I was shocked. He worked for the gang unit and he had followed my career in the gang. And he had always taken the time to talk to me and he always felt I was a little bit too intelligent to be a gang member, but I told him that is why I liked it, because I can direct instead of follow in this neighborhood. Unfortunately, I was directing them in the wrong path. Now I am directing kids in a positive path.

Along with the deputy was the agency Youth Gang Services, which shocked me that people who actually were gang members were talking to me, and who had actually made it and who understood me. I could not shock them. No matter what I said it did not shock them. Other people I spoke to would not have anything to do with me once I opened my mouth and started talking gang slaying and they backed off from me.

These people understood me and then giving me the job which really threw me. In fact, when I came out of the interview I looked depressed and my sister asked me, "What is wrong, did you get the job?" I said, "Yeah, I cannot believe it; they hired me." You know, I was so used to having the doors slammed in my face. You know, most employers will do that if you have a record and that does not really help build your self-esteem too much and you start to not even want to bother. And there are easier ways of getting money and I mean, you do not have to qualify for anything. All you have to do is know the streets.

Mr. **Valdivia**. Let me just interject. Mary Ann was a radical looking young lady 8 years ago when I first saw her. She was what we call a crisis intervention worker and she came on board which meant direct interface with hard core gang members. The program that we have is set up so that all five levels of gang evolution, we go from want to full hardcore. There is a different intervention for each of those layers.

For the first stage, for example, we have a career path star kids program in elementary school and that is done by college degree educators representative of the population. On the other end of the spectrum, is her group. Mary Ann now supervises eight teams of crisis intervention workers who are, for the most part, say about 60 percent of them, are former gang members themselves. And they do understand the nature of the business, the nature of their business. They do the risky business that no one else could do even if they wanted to.

It is a low salary and it is a thankless job, but they have an extraordinary track record in establishing peace agreements and peeling kids away from gangs, et cetera. I want to just say one other thing. We instituted drug testing before it was fashionable. We had a little bit of a problem in the beginning but after about 6 months Mary Ann was the first one to tell me that that gives us exactly what we need in the street because we see a lot of this going on in front of us.

You know, they are dealing with drugs and using them right in front of the gang worker and the question comes up that is your relationship with law enforcement and we turn that person in. Well, Mary Ann has been able to say that, "Hey, I got to stay away from that stuff because I can get tested tomorrow." It allows a credibility to be maintained and it also keeps the organization on an even keel.

Chairman **MARTINEZ**. That is great. It really is great. Were you as bad as her now? Now tell us about your story.

Ms. **DIAZ**. Thanks a lot.

Chairman **MARTINEZ**. Just kidding.

Ms. **MILLER**. Well, I think that is really good how she did that and I hope I can be successful like her one day, too.

Ms. **DIAZ**. Thank you.

Ms. **MILLER**. I am kind of nervous with all of these business suits sitting around me.

Chairman **MARTINEZ**. Take your coat off. I got to keep my coat on. They would not believe I am a Congressman otherwise. How is that? That is better now.

Ms. **MILLER**. Thank you for your time in listening to me, Mr. Martinez and counsel.

Well, I was 16 years old and my husband just left me. I got married at 16 because I got kicked out of the house. Then my husband just left me and I had no place to go. I called up this hot line place. I was in Downey here. And I called them up and said, "You know, I ain't got no place to go." I was all suicidal and all that.

And so they gave me this number to this place in Hollywood. I had to get there by myself and everything. It was a cheesy place because you could only stay there for 3 days. And they did not tell me about Covenant House. They did not tell me about LAYN. They did not tell me about nothing. There's all these places I could have gone, but they did not tell me about nothing.

So the 3 days was up. Unless you wanted to go in to like this religious home or whatever, you had to go. So the 3 days was up. I left and I went to welfare because I was married I could get welfare, you know. I got welfare and I was in this total crack hotel, okay. It was like all these transformers. They are men that look like women.

Chairman **MARTINEZ**. Transvestites.

Ms. **MILLER**. Yeah, transvestites, they are smoking rock and stuff. Oh, man, it was an awful hotel. And I was there with my food stamps and my food stamps ran out because those food stamps go quick. And they ran out and I had not eaten for like a day and a half. I am like, I am hungry, you know. I was really hungry because I always thought I will never prostitute myself.

You know, I was raised in a Christian home, everything, you know. My parents never beat me or nothing. I would be like, I am never going to prostitute, ever, ever in my life would I ever do that. You know, I always thought prostitutes were pieces of * * *. I looked at them, I said, "They are trash," you know. I would never do that. But *I got hungry*, you know. I had not eaten for like a day and a half. And I started walking down to Sunset. *I am going to* see what it is all about, you know, just see what it is all about.

And this dude picked me up and he gave me $40 and first he got me all drunk and I woke up with $40. So I am like, oh, cool, you know, eat. Then he did it the next night and then the next night and I am like, "You know, I am making a lot of money here," you know. I just started making all this money getting all drunk, passing out at night, having this money in the morning.

So I started doing prostitution. One night I went out like after a week of like just getting $40, I went out and I got $300 in like an hour, an hour. I got like $300. I am like, "That is a lot of money." Then I just went crazy. I just was out there every single night making all that money, doing all drugs and stuff. And then I got like totally sick. I got like walking pneumonia because I have chronic bronchitis and asthma. And I was out in the night air, you know. I got really sick.

And I swear if it was not for LAYN I would have died because I was sick. But these panhandlers, they were panhandling, you know, and I used to panhandle. So I got them a motel for the night, you know. And they told me about LAYN and I had been in Hollywood for like a year. I never even, nobody told me about none of these places, you know.

But they told me about LAYN, you know. I was all sick. And then I went to the night shelter because I was 17 then. And I went to their night shelter and I started getting well. I stayed there for two weeks until I was totally well, you know. But then I went out and started prostituting again, you know. But then, you know, I started going to the day shelter and you can get food there, shower, everything. There is a legal clinic there. They got all my warrants erased. They wrote the letter to the judge. He erased my warrants because they were like when I was 16.

I did some stupid stuff. So he erased all my warrants from the legal clinic from LAYN. I have drug counseling at LAYN now. I see my new drug counselor. I see him like everyday. First they tried to get me to go to this one drug counselor down at some hospital but I would never go because, you know, I would never go all the way down there just to talk to some drug counselor that is going to tell me not to do drugs. So I never went.

But when they got the drug counselor at LAYN, then I went, you know. I see the free clinic every Monday at LAYN because I have asthma. So I have to be on medication and stuff. LAYN has totally helped me. And then they gave me a job. I am like a peer counselor and you know, walk around and talk to people and stuff, pass out condoms and bleach kits and stuff. And I get money for it legally. And it makes me feel so good that I could earn money legally, you know.

I stopped doing prostitution about a year ago and I am seeing a tutor at LAYN to get my GED so I could go to college and everything that LAYN has to offer has totally helped me because I do not know where I would be, probably dead. If it was not for LAYN I would be dead.

Chairman MARTINEZ. How old are you now?

Ms. **Miller**. I am 19.

Chairman **Martinez**. Nineteen. So this has been a big fast lifetime experience in a very short period of time. *You feel better now.* You feel better about what you are doing and where you are going?

Ms. **Miller**. Yeah, I do.

Chairman **Martinez**. Do you think much about other people like yourself that get into the same predicament? Do you ever think about that much, what is happening to them?

Ms. **Miller**. Yes.

Chairman **Martinez**. How do you feel about those people?

Ms. **Miller**. I try to tell them, you know.

Chairman **Martinez**. You want to help?

Ms. **Miller**. Yeah, I try and tell them, you know. If I see them out there, I say, "Go home, go home. Go anywhere, go anywhere, just get in someplace. Get off the streets." Or I tell them, you know, "Do not sell yourself," whatever, you know. I try and tell them. You know, some of them listen, some of them do not. Some of them have to go through all the same crap that I went through, you know, before they will learn, you know.

Chairman **Martinez**. You said you had to leave home or your parents, was it your parents that threw you out of the house?

Ms. **Miller**. My father. They got a divorce and then I moved in with my father. And then he got remarried and his wife did not like me. So his wife kicked me out.

Chairman **Martinez**. That is kind of sad. Now, it goes back to what someone said earlier about counseling parents too, to teach parents how to be good parents. A lot of the problems that young people incur is because at a certain time in a young person's life they go through a lot of things that the parents cannot understand or even try to understand. And there is a million different reasons why they get into the woes they get into, but they do not realize the harm or the damage they are really doing to a young person's life, especially if they force them out of the house in the middle of the street and into other kinds of things.

Is your mother still alive? Do you ever see your mother or your father now? Do you ever see them?

Ms. **Miller**. Yes.

Chairman **Martinez**. Oh, you do. Have you developed any better relationship with them?

Ms. **Miller**. Yeah. My mother, I get along with her great. I still do not get along with my father.

Chairman **Martinez**. Well, that is good. You get a chance now maybe for the help you got to give a little bit of it back. Do the other young people that you talk to, do they listen to you?

Ms. **Miller**. I think so.

Chairman **Martinez**. You can tell them something of your own horror experiences and from a perspective that you did it at the time to survive and I got to believe that most of the young people that get into that kind of situation are just trying to survive. It is scary to be out on your own, knowing nobody is going to put a roof over your head or food in your mouth or clothes on your back and you do not know where the next meal or where the next bit of help is coming from. And so you have to devise a way to help yourself, whether it is stealing or whatever it is doing.

I know that feeling from a first-hand personal experience. And it is scary, but what really gripes me today is that where we all talk about the situations that are out there like yours and like Mary Ann's and yet, when it comes to building an MX missile and sticking it in the ground where it is never going to be fired, we will spend billions of dollars for that and we will not spend a few million dollars to create enough beds so that you will not have to go someplace and be thrown out after three nights.

I do not know what anybody is thinking about when they say, "You can only stay here three nights." That is a little help, but it is not much at all. I mean, there ought to be——

Ms. MILLER. That program has changed now. It is only for if you want to go into a Christian home or something, a religious home, then you can go into that program.

Chairman MARTINEZ. That is some Christianity that if you will not go into their program they throw you out.

Ms. MILLER. Three days.

Chairman MARTINEZ. I do not understand that either. It is tragic that you had to go through that but hopefully you are on the right road now and I think you get along pretty good with your drug counselor. He is back there smiling. He must be happy with you.

Ms. MILLER. He is pretty cool.

Chairman MARTINEZ. Well, we do have a film of this. I think what I will do with this film that was made is take it back and send it to each of the Members and ask them to please take a look at it when they consider funding for these programs.

Thank you very much, Lynn. I appreciate your testimony here. It takes a lot of courage to come and say the things you have said. And be sure that it will help. Mary Ann, the same to you. And Steve, there are a lot of questions I would like to ask you about. I think I could get into a several hour dialogue with you about the programs and the things you have brought up here, especially about targeting the community.

Especially, I agree with you that the communities need to own those programs, that they cannot be externally controlled. Always when the Federal Government puts monies, though, they want accountability, because it is taxpayers' dollars. So sometimes in trying to get accounting of what the money is being spent for, they go over-board and put in place controls which, you know, are not reasonable and all they do is inhibit the program rather than help it. But I think we can work that out.

I think more and more we are getting sensitive to that on a Federal level and so there is some hope there. But I think targeting and identifying resources within the community and coordinating those to help, that is a very successful program. I really think that could be a model for the country. And we have gotten a lot of the information from you. We have gotten the manual that you have put out to train people in the community. And hopefully, we can do something with this on a national level.

California, maybe because of the kind of a State it is with so many different extremes of problems that the rest of the country have, a lot of times serve as a model for the rest of the country and the programs they develop. Hopefully, this is one of them.

I will be communicating with you, Steve, and with you, Mr. Peel and asking you for some other information and getting that back so that we can do some good with it. This is the second in a series of hearings we will hold regarding the reauthorization. Hopefully, somewhere down the line we will be able to make enough of a case to, if necessary, get supplemental appropriations for these programs.

I thank you all for coming today and appearing before us. It is very valuable to us. Thank you. We are now adjourned.

[Whereupon, at 11 a.m. the subcommittee adjourned.]

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